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ABSTRACT

In an attempt to develop college creditable competencies for inservice training in the human services, and relationships between service agencies and higher education institutions, a conference sponsored by the Center for Governmental Studies discussed: (1) nontraditional education and competency-based education; (2) competency-based education and Illinois higher education; (3) nontraditional education as viewed by the Illinois Board of Higher Education; (4) the citizen's perspective on nontraditional education; (5) college competency and credentialing; (6) the role of competency-based education in an experimental network; (7) standards and accreditation in nontraditional study; (8) the service agency and the university without walls; (9) competency training for change; (10) the community as learning resource for competency-based education; and (11) the development of competency modules. (Author/KE)

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Re-linking Higher Education And The Human Services

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EXPLORATIONS IN COMPETENCY MODULE DEVELOPMENT:
RE-LINKING HIGHER EDUCATION AND THE HUMAN SERVICES

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1975

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THE SERVICE SOCIETY, NON-TRADITIONAL EDUCATION AND COMPETENCY-BASED EDUCATION

by

Robert Agranoff and Walter Fisher

Introduction

It is now well documented that the United States is in the transitional stage between an industrial and a service-oriented society. Writers such as Daniel Bell and Alan Gartner and Frank Riessman have documented the rapid rise of the service sector over the manufacturing sector. Gartner and Riessman predict in ***The Service Society and the Consumer Vanguard*** that by 1980 over two-thirds of the labor force will be employed in the services sector. They claim that the human services – health, education and welfare – have grown the fastest. More important, Gartner and Riessman claim that expansion of these services not only provide new job opportunities but also provide services and benefits for the disadvantaged person. This contributes an expansionary factor to the economy, inasmuch as the income of a disadvantaged individual is expanded to the degree that he or she can obtain higher education through open enrollment and health services through national health insurance. This has important redistributive implications, they point out, because it is the disadvantaged, have-not groups who have been most deprived of decent services such as health and education.

This book deals with a small but important facet of the change from an industrial to a service society, and the concomitant changes in the educational-learning-training sector. More specifically, it is a beginning in dealing with an emergent concept in learning: competency and its acceptance as the basic unit of educational achievement and credentialing. As our society changes, so have our institutions and processes. The emergence of a service society is transforming the educational process. It is moving out of the formal walls of the schools and universities. In-service training programs, developmental laboratories, interest groups and voluntary associations, and peer groups, to name a few, are getting into the educational act. As these "non-school" groups teach, there is a new awareness that they too are educating and that somehow their clients would like to get on the educational vanguard – credentialing. The chief underlying vehicle for entry into the educational credentializing system appears to be the concept of competency; if a person has learned it and is able to perform the necessary skills or behave in a relevant fashion, then appropriate learning credit should be assigned, no matter where it is learned, when it is learned, how it is learned or from whom it is learned.

The presentations in this book grew out of a symposium designed to focus on the authentication, validation and evaluation of life experiences (*e.g.*, critical events, training, work) which are growth processes and suitable for use as college credit in lieu of traditional classroom work. While a central concept in non-traditional education, there has been little systematic expertise developed in identifying and validating these competencies or growth experiences. Many isolated individuals appeared to be working with little or no chance to compare progress, ideas and accomplishments. As an important facet of the new spirit of cooperative effort between institutions of higher education and with other agencies in non-traditional education, this project was designed to facilitate inter-institutional cooperation between training and educational institutions in the area of developing alternatives to the traditional educational models.

The Need for Non-Traditional Educational Channels

In 1973 the A. C. Neilson Company conducted a survey of adult educational interests and needs in Illinois. It was found that 91 percent of the survey respondents indicated a desire to learn more about a particular subject or skill, and 43 percent stated they would like to earn credit toward a degree or certificate. Projecting these survey figures to Illinois population estimates, it appears that about 6,270,000 persons might be interested in learning a subject or skill, and 2,970,000 might be interested in earning credits toward a degree or certificate. The subject matter in which respondents were interested covered a wide range of subjects. They can be broadly categorized into current events, general education, hobbies and recreation, job-related subjects and personal development subjects.

There is obviously a gap between need and availability in higher education. Despite the fact that we enroll about half of those between 18 and 21 in higher educational institutions, less than half of them reach the baccalaureate. Thus, fewer than three in four persons begin their adult/labor force years with a college degree. Even those who receive degrees do not necessarily end their need for education. Various technical and social demands, plus increasing mean affluence, are making education – both formal and informal – a lifelong activity for millions of our citizens.

These conditions have given rise to a new clientele for higher education for whom the traditional means are inadequate. The Illinois Board of Higher Education Collegiate Common Market Task Force identified them as:

- those who cannot afford the cost of higher education;
- those whose secondary preparation has been inadequate;
- those who must move frequently in order to accompany spouses or pursue careers;
- those whose educational progress has been interrupted by illness, military service, or any of a hundred temporary vicissitudes;
- those who have become technologically unemployed and must re-tool themselves in mid-career;
- those whose ethnic or racial identity has constrained them from full participation in the educational establishment;
- elderly persons for whom no educational opportunities were present at a more appropriate age;
- those exceptionally talented people for whom traditional education is inappropriate;
- those who are incarcerated in prisons or hospitals or confined by illness in their homes;
- those who are denied admission to educational institutions because of temporary overloads on the existing system;
- those who have failed to take advantage of educational opportunity and come to regret it.

These categories, then, make up the major market force for non-traditional education. The very characteristics of their lifestyle make them unsuitable for normal, on-campus, daytime classroom work.

Non-traditional education was most simply defined in the IBHE Common Market Report as "descriptive of any of a number of systems for delivering post-secondary education outside of the physical confines of educational institutions, or for delivering instruction on campus through innovative means, or for certifying for degree purposes education so delivered". For example, the report of the Illinois Board of Higher Education Committee on New Institutions suggests that the important new means of non-traditional education for Illinois should include: the integration and crediting of actual on-the-job and/or other life learning experiences; broadened and expanded use of equivalency testing; the development of multiple means (such as instructional television) of delivering a variety of educational experiences to students at their places of employment, in their homes and in other central locations; expanded individualized instruction and independent study options; expanded use of computer-based instruction; and establishment of certain external and/or cooperative degrees at all degree levels.

Non-traditional education, then, can be justified as another means of expanding services and opportunities in a highly technological, affluent post-industrial society. Its rationale was succinctly stated by the Collegiate Common Market Task Force:

- First, education does not take place exclusively in the classroom. A good deal of informal learning is acquired in connection with job training, recreation and independent reading.
- Second, in an affluent post-industrial society dedicated to egalitarianism, every individual should be encouraged to continue to educate himself to the highest intellectual level he can attain, unfettered by age, race, sex, location, or previous condition of economic servitude.
- Third, there is a need to bridge the gap in an individual's formal education, which is concomitant of a population increasingly restless and mobile.
- Fourth, the new technologies and instructional systems may, in time, prove cheaper than traditional classroom study.
- Fifth, there is a growing necessity to integrate all sources of educational experience and put them to the service of the citizen by capitalizing on the often unexploited resources of such institutions as libraries, public theaters, museums, art galleries and the educational energy generated by the business and industrial communities.
- Sixth, non-traditional education may provide a rapidly expandable and easily demountable system of instruction to cover temporary peaks in demand for educational services which exceed the capacity of existing institutions.

The movement for non-traditional education is thus based on broadening accessibility, creating new levels of responsiveness and the addition of non-conventional and non-institutional resources to the learning framework. In this respect, 1973-74 Committee on Non-traditional and Cooperative Programs of the Illinois Board of Higher Education recommended that these endeavors be carried out with three key themes in mind: first, that the needs and obligations of continuing, non-traditional education serve a newer student body; second, that the new modes of higher education and the new students are no less worthy than the traditional, and these new demands can no longer be met by a few individuals working in isolated units of institutions without adequate personnel and financial sources; and third, that continuing and non-traditional education cannot be effectively conducted by separate institutions working in isolation. The nature of the task and the structure of higher education make systematic inter-institutional cooperation and coordination imperative. It is exactly this spirit that triggered the genesis of this project.

Service Transformation, Training and Competency: A Case Study

As a means of illustrating how competency can become an important requisite of non-traditional education, we are going to describe the genesis of this project. Interestingly, it originates in a mental health service center and not in a university. It developed as the editors attempted to design service and educational programs appropriate to a state hospital in transition. Our intention is not to develop a schema of changes in mental health, which has been done by three of the editors elsewhere, but to demonstrate how such changes led to the need for new and different training and educational needs. The change in models of mental health and concomitant educational needs illustrates how, when a specific change occurred in one facet of the service society it can affect other facets, *i.e.*, service delivery and higher education training. The rise of the human service model gave rise to the need for competency-based training. This, in turn, led to in-service training and the need to cooperatively link up with the formal university system.

For the reader who is unfamiliar with the happenings in mental health during the last several decades, we will provide a brief and schematic orientation. This brief historical approach will aid the reader in understanding the major shift in thinking. There have been four major tracks in the mental health field: the religious track, the medical track, the psychological track and the newly emerging human service track. In terms of immediate relevance for this paper, we will begin with the medical track.

I. *The Medical Track*

The major impact of this model began around the beginning of the nineteenth century. The basic assumptions are summarized below:

A. Deviant behavior is a function of the body malfunctioning. That is, if a person behaves in an unacceptable fashion, it probably means that some pathology has developed in one or more of the physical systems.

B. Mental illness is assumed to have the same patterns and processes as the various physical illnesses.

C. In the medical model, the patient is no longer held responsible for his behavior. The deviant behavior is assumed to be a function of a physical process which is beyond the volitional control of the individual. The treatment within this model follows the classic model of the treatment of any physical disease.

1. Identify the cause of the illness.
2. Find a medicine that will attack the cause.
3. Use medication on an empirical basis until the cause is discovered.
4. Hopefully, someone will find a vaccine or cure for mental illness and win the Nobel Prize.

This approach helped remove deviance from the hands of the witch burners and the forces of the Inquisition. It led to the reform movement in mental health in the nineteenth century associated with Rush, Pinel, Dix, Maudsly, and others.

II. *The Psychological Track*

The beginnings of this orientation can be traced back many centuries, but its modern origin and impact can be traced to Freud. The twentieth century has been dominated by the seminal concepts of Freud. Since Freud was also a physician, the psychological model has many of the medical model themes, and can most accurately be referred to as the medical-Freudian model. The basic themes of this approach are summarized below.

A. Individuals, as a result of the socializing process during the first five years of life, repress many of their needs.

B. The repressed material integrates and evolves into an unconscious system. The unconscious material, because of its unavailability, remains uninfluenced by subsequent life experiences.

C. It is a basic assumption of the analytic system that the unconscious, which develops during the first five years of life, becomes the main source of variance in the individual's decision-making process.

D. Deviance, as identified by our culture, is an expression of the buried patterns of the unconscious.

E. Most persons have personal problems because the unconscious systems continue to seek expression throughout our lives. The demands of the unconscious are typically in conflict with the demands of society. If the individual could simply deny the existence of unconscious pressures, the problem could easily be resolved. Since this is assumed to be impossible, each of us is forced to design a way of life that on the surface appears to deny unconscious forces and yet at the same time meets the needs of the unconscious. If the design does not work, it is believed that this results in deviant behavior. All non-volitional behavior is considered to be an expression of this struggle: tics, nightmares, slips of the tongue, symptoms, etc. Life is filled with the paradoxes of the unconscious and conscious forces.

The therapeutic strategy of the psychological model reflects the approach of the medical model.

1. The therapist is to find the causal factors.
2. It is assumed that early in life (first five years) the individual became fixated in certain motivational patterns that thereafter become the major variance in determining the individual's behavior (the unconscious).
3. The task of the therapist is to aid the client and himself indentify these patterns of fixation (insight). This is supposedly accomplished through a process called free association.
4. The increasing insight allows the individual to begin to volitionally control the situation. In effect, therapy means that the client's ego gains increasing control over decision-making and his own destiny.

Basic to the medical-Freudian track is the theme that deviant behavior is a function of the inner processes of the individual. It is further assumed that therapy or antidotes to deviancy must take place within the individual.

III. *The Human Service Track*

The third track, the human service model, does not deny the importance of the inner man, but this orientation provides a broadening perspective, or a new consciousness. The shift in emphasis is from our intraorganismic approach to a focus on social institutions, social systems, milieu models, and society as a whole. Suddenly, the issues of mental health are not purely the province of mental health professionals but the purview of economists, anthropologists, political scientists and sociologists.

In effect, the human service model has emerged because existing systems for managing deviance have been ineffective. It is not that the medical and the Freudian models have not had many successes, but, despite these successes, we have continued to produce an increasing number of alienated persons. In effect, we have built a large residual population of extremely defeated and alienated individuals. This pattern of alienation is expressed and documented by many, including Marian Just. However, even without documentation, it would seem clear to most American citizens that our society is becoming increasingly fragmented and alienated. There is an increasing crescendo of newspaper reports on violence, riots and disturbances. Human service workers are suggesting that traditional service systems have seemingly failed in their attempts to provide the services necessary to reduce the developing fragmentation and disturbances running rampant in American society.

The human service model assumes that a major factor in the failure of the traditional system has been the over-emphasis on the forces of the inner man (the intraorganismic approach) as the primary cause of deviance. It has been the traditional belief of service givers that when the client demonstrates signs of alienation and deviance, it is best to utilize technologies such as lobotomies, psychotherapy, psychotropic drugs and convulsive therapies to reduce the patterns of deviance and to re-link the individual back into society.

It is implicit within the human service model that the real and ultimate problems in the production of deviance and alienation within any society are the *triage* or the implicit priority decisions:

The free market works better with a built-in unemployment rate.
What is good for a *laissez faire* and competitive economic system is good for the country.
A planned economy is not as good as a free economy.
You should have what you can earn.
The work ethic is accepted totally.

In no way are human service theorists questioning these priorities or values. It seems clear that these beliefs have led to many successes. However, the residual patterns of deviancy developing within the society are as much a product of these assumptions as are the successes. In the field of medicine, physicians use the term "iatrogenic" to describe the negative side effects of medication which are often useful in managing a physical problem; *e.g.*:

Aspirin can reduce pain, but its usage may lead to stomach or kidney disorders.
Steroids can be therapeutic in a case of arthritis, but damage the adrenalin glands.
Penicillin can be therapeutic in the case of infections, but at the same time may produce an allergic reaction that results in death.

The human service system places a great emphasis on the impact of social institutions, cultural expectations, built-in cultural behavioral modification patterns and the general societal impact. The theoretical orientations of Lewin and Skinner become more influential and the influence of Freud and the other intraorganismic theorists is lessened.

In effect, the human service workers are stating that deviance and alienation are expressions of the main fabric of society. The alleged schizophrenic, the criminal and the economic failures as as syntonic or as basic to the society as are the good students, the successful businessman and the policeman. The American society is dominated by the themes of the normal distribution curve. Our culture produces, through the very same mechanism, extremes of success and extremes of failure. This brings us to the key theme of the human service model. Where and how do we intervene in aiding those individuals designated as deviant, alienated and/or economic failures. One extreme would suggest that deviance be viewed as an asyntonic disease of the individual that can be irradicated through a "vaccine" or a "medicine". This approach pretty much relieves the society of any responsibility in the production of deviance. The opposite pole perspective is to see the individual's problems purely as a function of society's failures. The individual supporting this position might say that all deviance is purely a function of the economic system. The individual is basically relieved of personal responsibility and the solutions lie in various forms of political or economic activity.

The human service model has widened our perspective. It does not ignore the importance of changing the inner man by intraorganismic therapies. As a model, it is sensitizing us to the process of aiding the individual by altering the person's life space. This process can be labeled "treatment through institutional change". It is assumed that through this process of "treatment through institutional change", service givers provide clients with new "modules of experience" that allow them to grow. The human service worker becomes a problem solver who involves himself with this process of identifying the appropriate institutions for the person's development.

The human service theorists are convinced that the malfunctioning of American society today produces tensions and stress which pose a constant and generalized threat to everyone's mental health. For some people the simple mechanics of life have long ceased to be simple, and the business of ordinary living now represents a series of bewildering problems. For people already trying to cope with their own individualized disorders, it may be difficult, if not impossible, to come to terms with the disorder of their surroundings. The human service workers are convinced that a better understanding of these disorders of the dysfunctions in American society can contribute first by reducing anxieties, secondly, by creating possible conditions for change, and finally, by effecting appropriate social action to remedy the malfunctions themselves.

The traditionalists assume that society is basically healthy and that mental health institutions can treat the individual who is ill. It assumes that once cured, or at least better adjusted, the client can participate in the functioning society. The emerging human service workers have the common conviction that for mental health this approach is precisely backward. Emergence of the human service approach with its different emphasis and widening perspective brought many issues to the fore. An example of the new questions can be seen in the following quotation by Fisher (1973):

> In 1964, I was asked to assume responsibility for an intensive care program at Elgin State Hospital. I had previous program experience, but this was the first time that I had responsibility for a total service. On my initial walk through the service on the first ward that I entered, I came upon an unforgettable scene. In the middle of a dayroom, an extremely large patient was holding a staff person in the air by his neck. The first thought that flashed through my mind was, where in school does one learn anything about this kind of problem? After the situation was resolved through 'subtle psychological techniques', like cries of 'stop that', I asked myself, why did all of the professionals stand around and stare at the bizarre scene? Since 1964, I have had the responsibility for a variety of clinical programs and over and over, I have been confronted with puzzling and paradoxical situations that have taken me down new service and educational roads.

In response to these many questions, and the example cited above, we began to explore methodological and epistemological questions of human services, which are partially expressed in the following one-liners:

How can you determine which is the most effective model?
How do you overcome resistance to change?
How do you change attitudes?
How do you increase the congruence between the university and the service center?
What kind of individual does best in the human service field?
What are the characteristics of a good human service worker?
What is the relationship between credentials and competency?
How can we identify competency?

The Art and Politics of Mental Health

It is our contention that mental health concepts and models are still more governed by the principles of politics and art than the epistemology of science. Mental health technologies, theories and models change more at the discretion of administrative whims than on the basis of recent scientific advances. If one studies the history of therapeutic technologies, it is much like observing pop culture. Several times a year there are pronouncements in new therapeutic technologies that will resolve man's mental illness problems. There is an endless list of therapeutic solutions: bromides, barbiturates, sulphur in oil, CO_2 therapy, leucotomy, transactional analysis, electric convulsive therapy, Gestalt therapy, Primal therapy, lobotomies, metrazol shock, chemotherapy, Jungian therapy, psychoanalysis, token economy, Adlerian therapy, group therapy, insulin convulsive therapy, hydrotherapy, psychodrama, Rogerian therapy, encounter groups, existential therapy, rational therapy, etcetera.

Experimental studies and program evaluation studies have shed very little light in determining the most effective therapeutic system(s). It wasn't many years ago that a governor of a large midwestern state concluded that since it was difficult to prove one therapy was better than any other therapy, we might just as well utilize electric therapy because it was most economical. It is still true that any new governor of a state can turn any mental health system topsy-turvy without concern that mental health workers will be able to present objective or scientific data that the new directions are based more on whim, economics or stupidity.

Most university graduates in the field of mental health will report that there is considerable incongruity between the schooling they receive in the basic mental health disciplines and the services that they are required to provide in the service centers. Again, university departments tend to go on doing their thing regardless of the incongruity. If service centers report back on this discrepancy, the universities tend to denigrate their efforts and indicate there is no scientifically supported reason to move in that direction.

As a result of the mental health incongruity problem in one service center, a series of dialogues were engaged in between the center's staff development operation and six Illinois colleges. Some of the schools were interested in developing resource persons to develop two year A.A. degree programs in Human Services and others were interested in developing alternative educational models. The service center was extremely interested in finding a method whereby their in-service training program could be linked into the university certification process, so that disadvantaged prospective employees and existing staff could garner college credit for training while employed and receive credit for effectively functioning at a level at which a college degree is usually required. Thus, the genesis of a program of inter-institutional cooperation between higher education and service institutions; to develop an educational key which would unlock staff from isolated career ladders, and provide at least the opportunity for mobility both within the existing system and to other spheres. It was felt this could be abetted with the contemporary mobility certificate, college degrees.

This led to the problem of competencies. In discussions with the schools in the network and with other experimental educators it became clear that the basic measure of college credit equivalency was the competencies acquired in training and life experience. Yet, there were no standards or even established modes of identifying, measuring or validating the competencies to be credited. A comprehensive search outside of the inter-institutional network revealed that the competency module development problem was nearly universal. Almost every non-traditional educator articulated the norms of competency assessment, and almost no one had solved the problem of doing it. Thus, it appeared to be the time to begin the task of discussing, developing and documenting competencies.

The Basic Educational Task

It is not our contention that this book completes the basic educational task identified in the earlier sections of this chapter. The book itself is more of a pathfinder in that it identifes the task, explores the problems, identifies some strategies and tactics, and provides examples of competency modules and the operationalizing process. In this section, seven issues and problems related to competency module development will be identified and discussed. The human service model will be continued for illustrative purposes:

1. the human service problem;
2. the need to operationalize and make public;
3. the development of goals and objectives for human service programs;
4. the task analysis;
5. the designation of competencies;
6. the communication and teaching of competencies;
7. the validation of the learning process.

Issue 1 - The Human Service Problem

As indicated above, most human service information, operational systems, programs and skills are not supported by scientific or objective evaluation data. One system or another dominates on the basis of personal preference, prejudice, stereotypes, political forces, etc. It would be extremely difficult, if not impossible, at this time in history to identify the most effective system.

Issue 2 - The Need to Operationalize and Make Public

We not only feel that effective scientific methodologies have not been applied but that we are not fully prepared to move in this direction. The typical experimental techniques which depend upon precise control over the variables are difficult to utilize in human service systems because of the complexity and interaction of the variables and the inability of the experimenters to control the experimental variables.

Actually, the human service programs are more amenable to the technology of program evaluation. However, it does seem clear at this point in history there has not been developed a program evaluation model that can meet the needs of care givers. There are a number of problems to be resolved:

A. Operationalization of goals
B. Criteria of effectiveness
C. Economic problems
D. Ability to define operational programs
E. Reducing the impact of extraneous variables
F. Reducing the impact of external influences

We feel that the next appropriate methodolgical step is to operationalize the programs, work patterns, delivery systems, etc., of the human service workers. This process predates the scientific evaluation systems.

Issue 3 - The Development of Goals and Objectives for Human Service Programs

The operationalizing process begins with an attempt to operationalize the goals and objectives of an agency, a program or the larger department. This will mark the beginning of a process of comparing various agencies, programs and departments. Eventually it will be possible to compare the goals and objectives with tasks being performed within agencies and between agencies.

Issue 4 - The Task Analysis

This is basically the process of identifying and operationalizing the actual duties and work patterns of staff within human service agencies, programs and departments. It is literally the process of converting work patterns into behavior. When this process is completed, it should be possible to be able to define all work systems in operational terms.

Issue 5 - The Designation of Competencies

After one has operationalized the work patterns, the next task is to identify the competencies necessary to deliver the service. These competencies would be some admixture of information, skills, and attitudes. When this portion of the work is completed, we should be in a position to identify all of the competencies necessary to make an agency, program or department function.

Issue 6 - The Communication and Teaching of Competencies

Once the operationalized competencies are identified, we begin the experimenting process of determining how we can best communicate and teach these competencies. It allows us the possibility of identifying a variety of "modules of experiences" by which people can learn a potpourri of competencies. As one reads this book, it should become clear that people develop competencies from a variety of experiences; *e.g.*, in the classroom, life experiences and work experiences. The developing open educational institutions are reflecting this new awareness.

Issue 7 - The Validation of the Learning Process

This is the heart of competency based education. We need the capacity to assess a person's competency patterns. An open educational model requires us to be able to identify the individual's competencies and not how, when, where, or from whom the individual acquired the competencies.

It is in response to these epistemological problems that we suggested the conference that led to the development of this book. It is our contention that we are at a point in history where we are not yet able to scientifically and objectively provide experimental evidence to prove which system is most effective and, therefore, state how we should educate our staffs, the educational target populations identified earlier, or any other learners. The primary focus of the book is to examine the themes of *operationalism* in the service society, with particular emphasis on the competency-based educational process.

Exploring and Operationalizing Competencies

The selections that follow reflect the emergent nature of competency based education/training and its relationship to traditional higher education. It appears that there are varying degrees of support for, and applicability to, higher education. What is very clear is that there is a lot of optimism for competency based education as an alternative, blended with a genuine concern for quality.

Richard Miller gives a progress report on competency based education in Illinois by focusing on the field where it initially became popular, teacher education. He explains how CBE has brought considerable change to the teacher education process. Vivian Hickey, who at the time of her presentation was a member of the Illinois Board of

Higher Education, discusses how certain societal changes are reflected in educational innovations. Businessman and lay education leader Peter Lardner offers a citizen's perspective on CBE, and compares competency training outside and inside higher education institutions.

Blanche Blank offers a number of *caveats* in the process of translating competency and growth experiences into college credits. She suggests that this process is immoderate, improvident and impossible. Barbara Knudsen examines the roots of higher education and how it actually relates to competency based education. Then she relates the current movement to inter-institutional networks, particularly The Union of Experimental Colleges and Universities. Patricia Thrash discusses the reasons behind the higher education accreditation process and then outlines the process for accrediting non-traditional programs.

Fisher, Agranoff, Mehr and Truckenbrod present the first of three cases of competency based education experiments in their elucidation of how the traditional in-service training program at a state mental hospital evolved into an inter-institutional network with colleges and universities. Their paper reveals the underlying linkages between the transformation to a human service agency and the evolution of an experimental education model. James and Lester cover two related training/education issues now common to the field of education of human service workers. First, they deal with the new careers concept, *i.e.*, the development and training of paraprofessional roles. Second, they outline the Competency Based Education and Training Model, which is an action-oriented training approach merging problem study with training. David Sweet describes how Minnesota Metropolitan State College blends competency based education with community based learning. He also suggests that all higher education institutions need to change and innovate.

The final portion of the book contains nine competency modules. The first group was developed at the Conference. The second group contains modules of interest to Conference participants actually in college instructional programs. Both groups of competency modules are printed as submitted, so that readers would be able to sense the struggle involved and the frustration precipitated by persons as they come to grips with some of the basic issues and problems involved in designing a competency module.

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COMPETENCY-BASED EDUCATION AND ILLINOIS HIGHER EDUCATION*

by
Richard Miller

I have chosen to delimit the scope of my presentation to teacher education. Obviously competency-based education can apply much more broadly, yet its place in teacher education is significant when one considers the fact that Illinois colleges and universities turn out more individuals prepared to teach than for any other professional calling.

Rarely has any movement swept through teacher education so rapidly or captured the attention of so many in so short a time as has the competency-based movement. . . . Some see competency-based teacher education (CBE) as the vehicle through which teacher education itself may approximate the model of individualized and personalized instruction that it long has held forth as ideal for education in the schools. Others note its capacity—through emphasis on objectives and assessment—to make student and instructor accountability a realizable goal. Still others envision the teaching profession coming belatedly into its own through the precision that the approach offers as a substitute for past generalities and obscurities. Whatever the view taken, whether positive or negative, it does not appear possible to take the competency-based teacher education movement lightly.[1]

Perhaps it would be desirable to pause here for a brief definition of competency-based education. To begin with, I am using the terms "competency-based" and "performance-based" education interchangeably although there may be a technical difference: some see "competency-based" as the more comprehensive of the alternative terms and hence as the more capable of including the wide range of types of objectives and of abilities to perform.

Competency-based education is based on the specification or definition of what constitutes competency in a given field. Usually a great deal of research is considered, when available, before competency levels are identified. The way in which the agreed-upon level of competency is communicated is through the use of specific, behavioral objectives for which criterion levels of performance have been established. Once the required behaviors have been specified, they are placed in a hierarchy leading from simple to complex, and then an instructional sequence is planned that will help the learner achieve the desired behaviors. When the learner is ready, a test or check of some sort is administered to determine if the required level of competency has been achieved.

In CBE, time may vary, but achievement is held constant. For example, if the required criterion level of performance is one hundred percent accuracy, the learner does not "pass" with ninety percent accuracy. The criterion level is the same for all groups. This is based on the belief that competence should not be measured through the use of norm-referenced approaches. . . . In CBE, a major concern is to provide many alternative ways for the learner to accomplish the stated objectives. We know that different individuals possess different learning styles. Since the emphasis in CBE is on achievement of specified objectives and not the ranking of learners, an effort is made to increase the probability of learner success by providing different instructional routes from which the learner may select the one most compatible with his or her unique learning style. In selecting a route to follow toward the accomplishment of an objective, the learner may be able to choose from a lecture, a list of selected readings, a videotape presentation, a slide-tape package, a programmed instruction manual, or numerous other options. Should the alternative selected by the learner prove unsuccessful, other experiences or options are usually available for the purpose of allowing a recycling process.[2]

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[1] W. R. Houston and R. B. Howsam, editors. *Competency-Based Teacher Education: Progress, Problems, and Prospects.* Chicago: Science Research Associates, Inc., 1972, p. viii.)

[2] R. W. Burns and J. L. Klingstedt. *Competency-Based Education: An Introduction,* Englewood Cliffs, N. J.: Educational Technology Publications, 1973. Pages 7-8.

Moving now from a brief and simplified picture of what CBE is, I would like to give two examples of CBE in operation: one is in-state and another out-of-state. The CBE program at Illinois State University is just over four years old and has brought about considerable changes in the professional education program for preservice secondary teachers there. Instead of amassing eight semester hours in traditinal courses of secondary curriculum and methods, American public education, and secondary school reading, nearly 2000 juniors and seniors are working their way through self-paced instructional packages. . . . Desired teaching behaviors are specified in the self-paced packages, and a demonstration of proficiency is needed for each competency before credit is awarded. . . . In summing up their experience a group of ISU professors said: "Teacher educators contemplating this approach may profit from the experiences of schools that have made such a change. The results are rewarding, but adjustment by staff and students is slower and more agonizing than most would suspect."[3]

The University of Nebraska has had four years of experience with the Nebraska Secondary Teacher Education Program (NUSTEP). It replaces traditional course content in educational psychology, special teaching methods, and principles of secondary education with learning activities related to behaviorally stated objectives. While early results of the Nebraska program are inconclusive, the data points rather clearly to two major findings: teacher education students like CBE better than traditional instruction, and youth taught by those trained by CBE can achieve more.[4]

One future direction of CBE may be in the area of teacher certification. By 1972, some 17 states had announced certification changes to be based on competencies or had declared their interest or intentions to do so. Texas, Washington, and New York State have taken the leadership in this movement, and Florida is researching the use of consequence-criteria for approving preparation programs. The Illinois Task Force on Teacher Education, established by the Board of Higher Education, is studying the prominent issues in teacher education, including CBE.

As members of the audience probably know, CBE is quite controversial. Generally speaking, younger faculty members tend to support CBE while older ones tend to oppose it. A schism developed at recent annual meetings of the national associations for modern languages, economics, and history. In history, for example, the split is between the more traditional narrative historians, generally the older ones, and the younger ones who are making increasing use of the social sciences. In economics, the split is between economists who are institutionally oriented and those who employ mathematical models and computers.

Those opposing CBE are concerned that the humanistic, artful aspects of teaching will be lost by arranging learning into a series of steps to be accomplished at a specified level of competence. Advocates of CBE contend that traditional teacher education has been a Mickey Mouse operation, with guess-and-hope as the *modus operandi.* Those opposing CBE fear the quantification aspects will move teacher education and colleges and universities toward becoming a mechanized educational factory, while proponents contend that educational courses too often are repetitious, irrelevant, and dull. So the controversy goes. Finally, a recent address by Dr. Harold Enarson, President of The Ohio State University, has received much attention in higher education circles. He writes that the university

> ". . . is not 'just another organization.' It is a very special kind of place. It is more like the Metropolitan Opera than the Metropolitan Life Insurance Company. It is more like a church than a factory, more like a research lab than the highway department. The university is an intensely human enterprise. . . . Yes, universities are a very special kind of place. They are fragile as truth itself is fragile. They exist by public sufferance, and it is a marvel that the public at large supports with its dollars an institution that is independent, free-standing, openly critical of the conventional wisdom, friendly to disputation, enchanted with controversy, hospitable to those who think otherwise. May it always be so."[5]

While it is too early to tell about the future of CBE in teacher education, in the State of Illinois, the movement is worthy of careful study, pilot programs, and evaluation, and always the means-end relationship needs be kept in mind. CBE is a means to the end: more effective learning. Its success, mediocrity, or failure should be judged in terms of how effectively and efficiently it serves this end.

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[3] Getz, H. and others. "From Traditional to Competency-Based Teacher Education," in *Phi Delta Kappan,* Vol. 54, 1973. Pages 300-302.

[4] W. Sybouts. "Performance-Based Teacher Education: Does It Make a Difference?" in *Phi Delta Kappan,* Vol. 54, 1973. Pages 303-304.

[5] Harold Enarson. "University or Knowledge Factory?" in *The Chronicle of Higher Education,* June 18, 1973. Page 16.

NON-TRADITIONAL EDUCATION – A VIEW FROM THE ILLINOIS BOARD OF HIGHER EDUCATION

by
Vivian Hickey

The first time I was aware of non-traditional education was three years ago when one of our kids was a senior in a fairly prestigious eastern university. He spent a semester sitting on a beach on the west coast with a box of books as his companion, and ended up with a bunch of A's. I was simply appalled, and thought that the university ought to be thrown into the Atlantic Ocean at that point. Since then I have changed my mind, and I am still not exactly sure why, but that was my first experience with non-traditional education.

One of the things that we are going to have to either approve or disapprove, among other things in the cooperative education area, is the Rockford Regional Academic Center which has been in the works for a couple of years. It is the combined effort of a regional engineering council and others in the area. We realize that we need to take public opportunities for higher education into account. But you know that it is not only the people that are responsible for this, it is the changing times. If none of those people or the Board of Higher Education existed, this thing would begin to happen all by itself whether we liked it or not.

I think that inadvertently the community colleges are really serving as an agent of change for all education. I would like to think that they planned it that way, but I think that the people have discovered that they can live at home, keep their jobs, get the work that they want without going to a particular college campus to live for four years, and get something all wrapped up in a package. They found out that they can do this for the first two years in the community college, and they want it for the rest of the time too. So that this is what has really happened. Then, of course, it is accessible to all, which is something that higher education cannot fail to observe. It is a mark of the times.

Also there is the widening age range which has come partly because of the community college movement and partly because the whole business of Women's Liberation that is going to bring women out of the woodwork and off into school again. These things are happening, and not one single one of us has done anything about this at all. It is like trying to swim against the tide, I think, to try to stop it. And I hate to mention the word, but there is a lot of attention to "relevance". As the enrollment is going down, even some of the community colleges are worried about this, and this happens in order to maintain viable institutions in a foremost traditional way. Some of the facilities and talents of those institutions can be used in this way instead of being turned off.

There are just a couple of things that I would like to say personally about this. I think we need to be sure that we don't throw the baby out with the bath in our interest in techniques and with the discovering of techniques; we must not forget what education is really for. We must not undermine genuine interest in the acquisition and the use of knowledge in general. As far as I'm concerned, there are two words that are really watchwords to the whole movement if it's going to succeed. One is "quality", and the other is "cooperation". The first is what I think this Conference is really about.

THE CITIZEN'S PERSPECTIVE ON NON-TRADITIONAL EDUCATION

by
Peter Lardner

The fact that there are this many people here to talk about something which is non-traditional is in itself exciting. I think that the fact that there are so many people here, suggests that there are going to be some new traditions in the delivery and content in higher education in the future. My role is as a reactor. Let me modify the title of my talk. Rather than the citizen's perspective, I would change it to "one citizen's perspective". You can see time and again in our society that it is an impossibility to get eight persons to agree, if the topic is about more than that person and perhaps a minor child in the household.

I have some observations. In the beginning I said my viewpoint may differ from yours, because I am a lay person and most of you are professional educators. You are more aware than I of precise developments that have been and going on in the modification of the delivery system for education. Perhaps with some feedback, I should give you some sense of how these modifications are being received within the community. Another difference in viewpoint is that my role is more of a user and a consumer, while your role is more that of deliverer, and there is often a difference in those two–a bit like the difference between a chef and a diner in a restaurant. I am reminded at times, with great pride, that my wife, who was a secondary and elementary teacher, made oxtail soup one night and was really delighted; this had been something that had challenged her for years, and as a chef she was overwhelmed. The children were overwhelmed too, but they told her to leave the tail on the ox; they had quite a different conception of what was being delivered. Sometimes there is this difference of perspective between what you are delivering in education, and what we wish to consume or do.

I have a different role because I find myself no more than a payer of education; a payer of both tuition and taxes. Now most of you, I imagine, fill those two roles, but you often have a third role, and that is the payee. So again we may have a difference in perspective. But recognizing all of these, let me share with you some conclusions which I have reached, and hold at the moment.

Our society, because of its imperfections, and I think that is the only reason for it, still requires credentials. It is an imperfect situation when you still have to have credentials; and I wonder, when I think back on my experiences of reading history, how many of our heroes would be able to perform their heroic acts. If Clara Barton tried to practice in Illinois today, I don't think that the state licensing board would let her do it, even if she had lots of letters of reference, because she had not been through all of the formal training that the federal and state registration and licensing involves.

We do demand credentials, and it is partially to protect ourselves. We would like to think that credentials can give us some meaningful assurance of competency. If we generally require credentials, we have a very clear pressure to deliver valid credentials quickly and easily. The pressure comes from the mobility of our society, populations move geographically, the pace with which people move is mind boggling, and it is probably going to continue. When people get to where they are going, they will establish evidence of their competency either in a profession or an occupation, or they may have to reestablish their competency at some critical point in the path of their education.

Our social organizations will continue to look for credentials from a traditional source such as higher education. I will conclude that the pressures are becoming so great that the credentials required will be demonstrated by a number of institutions and forces. At present, they are certified by a university, a state license board, or by admission to a trade or profession.

I think what counts is whether a person functins more completely than would be the case were it not for that experience, training, or education which he receives. The test of competency, it seems to me, is the test of whether someone has mastered the material contained within a program leading to a B.A. degree. It is whether they live, relate, think, behave, and grow more effectively, readily, fully, happily, than had they not had the course content. That is the test of competency. The test is whether or not someone has mastered the program leading to the degree of Medical Doctor, not whether they passed a state licensing examination, or whether they are admitted to the practice by their respective specialty board. It is whether they are effective in healing and treating patients. Conceptually, it would seem that certification by granting degrees or establishing licensure programs is only a step on the road to something better. But at this time, you do not have any real alternatives.

Our living pattern compels us to make decisions in quick order with respect to others. We have to fill staff positions in high schools, we have to fill them quickly. We need to fill them with persons that have some probability of being competent, so we screen out those persons without degrees, we screen out those persons with credentials that do not look right, and then we deal on a personal basis only with the remainder.

Let us look at some of the forces that are bearing on our institutional patterns. Earlier I mentioned the geographical mobility of populations. That is going to continue, but what are the other mobilities? What is the relationship of social mobility to the traditional educational delivery system? Clearly, we continue to experience pressure for an increased social mobility: pressure to enable minorities to obtain employment and move upward within employment ladders; pressures of women to move upward within employment ladders; pressures for increased opportunity for economic improvements for those who perceived or perceive themselves to be economically disadvantaged. Some have seen, and do see, education as a means to the end of social mobility. Others see social mobility itself as being a causal factor for change in education. In any event, the dynamics related to improving social mobility may be either and/or both the chicken or the egg in respect to education. But unquestionably, they are related and interactive. This citizen feels his community's vested interest in attainment of increased social mobility at the lowest social and economic cost. For example, if blacks obtain improved employment opportunities only through civil disorder and economic disruption, we have a higher economic and social cost than society is willing to pay. If we can lower the cost, and hold the gains, we have a much more appealing alternative.

People such as Coleman and Silberman are only a single factor in creating social change, and arguments in social education are not necessarily the most important. However, education is clearly involved in the broad sense, in that education can provide a person with the knowledge and the ability for a new role; and let us grant that education is not the only, nor the most important factor but it is involved. We have a striking imbalance within our population. We have some clear under-employment in some sectors of the population, and under-utilization, minus-opportunities in others. The record in this area of disadvantaged populations seems rather clear. People who are so characterized want, need, and demand valid–I emphasize valid–training and education which will lead to a needed competency.

Yet the real world is such, that often the traditional educational path is unsuitable for the delivery of such training and education; consequently, we must adapt for the mature adult of any age who has the capacity for additional learning, and the need for additional competency. We should offer alternative delivery to the traditional fulltime college following high school patterns with which we are all so comfortable. Perhaps aside from that, or perhaps related to the dynamic operations of minorities and women for social improvements, we have a good recognition in a major population that higher education does not insure financial payoff. You can make more money pushing around goods with a truck than with a B.A.

Partly because of this awareness, and partly because of other reasons that we might agree upon, we see a great number of persons who do not stay neatly on the steppingstones through freshman, sophomore, junior, and senior years of college. Instead these people come, sample, taste, and leave and then come back. We have noticeable consumers of higher education who are consuming higher education at their own pace and, at times, of their own choosing. Enrollment at the community colleges, Governors State and Sangamon State, demonstrates quite clearly that we have a population of people in their upper 20's and 30's who have had employment, continue to have employment, and are returning to formal education on their own, and, God willing, for purposes of the society too.

The education system has a market to serve. Well, so what? Why can't the person I described register for ten classes just like everyone else? If they have the chance, why can't we vent education like we have in the past? For several reasons, for this citizen, I do not think that we can afford to do it as we have in the past. We do not have the dollars to deliver education to all persons in a way that is highly inefficient for many.

Society *in toto* and education in particular, does not have enough dollars to require that all persons come to campus to receive a certified education. Instead, we must take the campus to the consumer, as in the case of the Quad Cities Graduate Study Center. Business and industry simply will not choose to afford to release their employees to move to DeKalb for a semester or a year while they receive additional certified education. Second, we do not have enough dollars in society, and certainly not within education, to afford duplication of education. If a person has already learned something, we cannot afford to require them to repeat the learning process in a certified subject. Instead we must find a way to certify that they have already learned it, and let them skip three spaces on the way to GO. A great many people who consume higher education have roots that tie them every bit as much to their location as formal education has been tied to its historical campus. We must find ways to bring together the persons and the education with a minimum compromise to the goals of either.

Once upon a time it was probably true that residential students on a campus gave one the opportunity to absorb education almost by osmosis. In my mind today, the residential student continues to have a strong advantage over others with respect to obtaining education and with respect to their extent of learning. However, the modern state university, with 20,000-40,000 persons is certainly a far cry from the historical concept of the community of scholars. In no way can you convince me and other people that a 40,000 person university is what we had in mind traditionally when we talked about residential requirements. Justification for requiring residential requirements in universities becomes more and more difficult for the public and the consumer of education to accept. Our communication patterns can, with today's techniques, permit one to expand one's awareness and to learn in many places other than the campus.

In short, this citizen believes that we must figure off-campus learning as an integral part of our delivery system and not some sort of second rate, fill-in-the-gap extension. The situation reminds me of a current newspaper article. The article deals with a new food item selling very well in the area. It is a ground meat mixed with a soybean product. The soybean addition in the ground meat is fundamentally different than the structures that have been put in by butchers in the past. The article goes on to say that the soybean addition does not diminish the taste, it maintains an increased nutritional level and reduces the cost. And, I think this is what we are seeking in higher education. We want to mix something with the ground meat which will not be reduced in nutritional value, will not impair the taste, but will reduce the cost. The taste and nutritional value of our non-traditional education are of equal import with the cost.

A good friend of mine manages an engineering department at the John Deere Manufacturing Company. The engineering college in the area negotiated an agreement with my friend's department. He offered to provide certified programs for his staff. He would measure competency, give them certificates, they would provide up-to-date courses which were presented by the institution as being equivalent to those offered on campus. However, the Company's students at the end would receive certificates but not credit. My friend was angered and perplexed. If the courses were, in fact, equivalent to those offered on campus and the competency measurements at the end were valid, then why would the institution not offer the credit to those who wanted it? The answer is tradition. That is nonsense, when we consider that the lay person can see the need for non-traditional delivery of education and determination of competency gained other than from increased reason and experience in the structure of learning situations.

If organized education does not provide this, in my judgment, there is a large danger that other persons of society will do their best to provide what they say is needed. Multi-national corporations have internal training programs which in their own areas far surpass the competency of many colleges in the country. If large corporations and large public employers cannot obtain competency determinations for their applicants and employees from the traditional educational system, they are surely going to continue their activities in certification and competency measurement in their sectors. Each year more occupations create certificate programs for measurements of competency. We have got the competency movement on. It is consuming a lot of dollars, it is generating duplication cost, questions of confidence, but above all, momentum. If higher education fails to do this, it may increasingly find itself a spectator in a major area of education.

COLLEGE COMPETENCY AND CREDENTIALIZING: AN ODD COUPLE

by
Blanche Blank

Ours is the credentializing society *par excellence* and we are here gathered at a conference specifically dedicated to the art of college credentializing in particular. I ought, therefore, to admit frankly and instantly that I am not sympathetic to the college conversion approach. I have come here today to do immediate violence to the topic assigned me: "Competency as a criterion for educational credentializing." For me, it is "Competency, Yes – Credentializing, No!" The thrust of this conference, as I understand it, however, is "to design college creditable competency modules." Since this is precisely alien to what I hope are my more humane instincts, I have come to explain my position.

To put my fears into a nutshell: funneling every decent learning and growing experience into college credits, supposedly convertible into cash at your corner job market, is immoderate, improvident and impossible. The desire of the conference organizers to search for "alternatives to traditional educational models" by "identifying, authenticating and validating competency and growth experiences in order to award them college credits" is like asking the local censorship boards to seek new methods for controlling pornography. The forces of the status quo are the least likely to find it profitable to produce genuine alternatives, and very unlikely to consider questioning the question. That is, should one indeed control pornography? In this instance, however, I will revise the question, "Should one indeed 'college credentialize' competency"? Perhaps competency should be left to blossom in many ways and places and be rewarded in coin other than college credits. Perhaps, indeed, competency must be renewed within our colleges before we in the college undertake the task of assessing it outside our ivy walls. It is my view that we might best achieve the "competent society" to which I do aspire, by reducing the collegiate passion for credentializing, rather than by expanding it. We must, therefore, in my view campaign along two fronts. We should induce universities to give up awarding degrees (Last year I went to press advocating that the government enjoin the use of degrees for employment purposes; this year I am trying the "inside" trade.) Second, as a close counterpoint to this, we should urge America at-large to be receptive again to a more pluralistic, market-oriented system of achieving and assessing competencies. To borrow from Chairman Mao, "Let a thousand flowers bloom."

To explain my reasoning here we will need to begin with some key words the conference is using. Webster's Third International defines competency as "the condition of possessing or enjoying means sufficient for the necessaries and conveniences of life." Synonyms are: fitness, ability, qualifications, adequacy. Growth is defined as "the process of increasing in size, weight, frequency, strength." Authentication is "proof of truthfulness." Validity is "ascertained usefulness." When you start to think these terms over, it should become clear that colleges, no matter how expansive, expensive and eager, are themselves "competent" within only a certain narrow range to judge the "truthfulness" and "usefulness" of the "means sufficient for the necessities and conveniences of life" in late twentieth century America.

Indeed, the first order of business for any group seriously dedicated to achieving a "competent" society, in terms of the meaning stated above, would be a careful review of just what the "competencies" for life in the United States might be. Here, we might start with guidance from Abraham Maslow's very useful "hierarchy of needs." As you may recall, this hierarchy postulates both the content and the priorities of man's needs. Maslow tells us that basic creature comforts are the prime necessity of life, followed next by safety and security.Then comes group affection and finally self-actualization and other ego fulfillments. Using this as a general frame of reference, we can try to move on to a hierarchy of competencies. These competencies should be tied to the needs and given the same priority of urgency that Maslow suggests. Whatever the specific competencies for these "necessities and conveniences of life" are judged to be by the American public, they should be accomplished and assessed as early in life as possible and with as much certainty as possible. Logically, therefore, the years of primary education where our society is already committed to its most generous use of resources and, more importantly, already committed to the use of coercion, -- these are the years for the development of the basic competencies tied to survival and security. But even here, our traditional credentializing emphasis has been misleading us. We have made schooling instead of achievement compulsory. True enough, many of the necessary skills for modern life are of a nature conducive to a school system delivery. Even so, the American eye should remain on the ball, and the ball here is a totally literate population, literate moreover in the standard language of this nation, English; a population with basic quantitative skills, with some physical prowess, and with a fundamental understanding of political rights and duties. Perhaps too, we might advise driving and certain mechanical skills (such as how to fix a television set). Whatever the community decision about these competencies, they should be taught as effectively and swiftly as possible. Then each competency should be independently assessed in the manner best suited to such assessment; for example, reading–the use of standardized reading scores; sports–by means of demonstrations; driving–by state license tests; and so forth. If the range of capacities that the community is ready to coerce as being mandatory to stay alive and well in America remains minimal and coherent, it may be possible to have these skills delivered and assessed in local school houses. But even at this level, second thoughts are blossoming.

As we move up the ladder of Maslow's heirarchy of needs, and, concurrently, up the ladder of formal educational opportunities, we ought to note that the variety of possibilities for the fulfillment of ego development, for creativity and self actualization (the higher needs), become infinitely more complex. So many competencies are involved here that the possibility of any single institution constituting a proper and sufficient purveyor or assessor of such competencies diminishes. Why then, do we insist on trying to make of our colleges the only or even the prime "educational key"? Apparently, the answer lies in our well-meant attempt to equalize the opportunity to earn the good life.

It is instructive to pause here, however, and note what happened when we tried to produce the same ends through the use of a universal high school "key". As Americans converted to a high school diploma and began to use it as the sole screen for virtually everything: voting privileges, job entrance, certain state licenses, further formal education, and so forth, what followed was the further pressure to make sure that virtually everyone could then get this diploma. Not too many years after that came to pass, society began to notice that the high school diploma was not a credible clue to the basic competencies they had originally sought. Credentializing had become confused with competency. And so started the new forced march to college. If allowed to continue, this too will prove as fruitless as the previous march through high school.

A universalized degree will have a job market value about as useful as a vaccination. Like its precedent high school diploma, it will lapse as a viable device to ensure upward and outward mobility. It will no longer attest with any certainty to either specific types of competency or to levels of it, and we will once again have the demonstration that the certificate that comes to embrace everything soon means nothing. Some other device will therefore emerge to do this job. And unless we can convince America that there are proper and fair but diverse ways of handling the competency question, we may find ourselves back with the "old-boy network", with naked nepotism; and perhaps with a class and caste quota system. Rather than retreat to an ascribed society, and rather than run the risk of destroying the colleges for what useful but limited role they can play in the arena of providing opportunities, I would prefer to have them abandon their degree-giving privileges and deal only with their true educational commitments: the attainment of new knowledge and scientific truths; the transmission of such knowledge along with whatever wisdom has accumulated through the ages; and the continuous criticism of society.

To retain their proper mission, indeed, to remain alive at all, American colleges and universities should become at once and the same time both more liberal and more conservative: more liberal in whom they admit, when they admit them, and the pace they permit them to use; more conservative in what they claim they can do. Certainly colleges can and should attempt to teach, if such be possible, or at least to enhance those competencies we often refer to as conceptual skills, scientific skills, verbal fluency, mathematical sophistication, logic, analytic ability, and other intellectual ingredients congruent with the intrinsic style and resources of a college. The special resources of a college are the experts who serve as instructional staff, and the availability of certain kinds of physical plant, most usually classrooms, blackboards, and laboratories. But, most important of all, the style of a college is, as its name implies, *collegiate.* That is, a college provides the opportunity to talk over a book, paper, experiment, performance, with colleagues and experts. Without that ingredient, society could be served in its educational purposes entirely through museums, libraries, hospitals, commercial laboratories, newspapers, theaters, concert halls and television.

Because of the special resources and style inherent in the college enterprise, the typical college professor almost always pursues the same competencies and uses very similar courses and methods. From art history to astronomy; classics to chemistry; biology to black studies – it is the same coin and a similar minting process. Moreover, it is questionable that colleges really do as much teaching as they may think. Perhaps they more nearly identify talents, inspire them, and assess them. In this connection it amused me to leaf through the presumably experimental, free-wheeling, innovative, alternative enterprise in our state called Empire State College. Here the institution was created and the faculty was directed to pursue "alternative approaches" to higher learning. Their traps were expectantly set for the older student, the misdirected dropout, the misplaced blue collar worker, the unschooled union leader, and such other overlooked potential. And they found many candidates pregnant with hope. But what did they offer? Independent study contracts. Sounds good? But what do we study and how do we study it? Their hundred page catalogue talks of George Homans, B. F. Skinner, Plato, Shakespeare, Spinoza, Wittgenstein, Descartes, Bacon, Hegel, Marcuse, Dickens, Kluckholn, Cervantes, Hemingway. . . . It talks of term papers, theses, research designs. What novelty there is in all this must hang on their dedication to take the individual from the point he is 'at' and demonstrate to him the relevance to himself of all these books and theories. But did any good teacher ever do less? Have we all forgotten, "What I did on my summer vacation"? – that all purpose vehicle so wearisomely, but often effectively used to purvey English grammar, syntax and style, along with the higher reaches of imagination, general information and moral behavior?

Therefore Empire State College, and any other similar enterprise, is not an alternative to college courses, nor an alternative to traditional college type assessment methods. It is simply a different structure, physical plant and time strategy. As such it is welcome, but it is not urgent. After all, it is only a few decades back that college credits 'as such' were viewed as entirely peripheral, if not downright antithetical, to the mainstream of American attainments and competencies. While we may not wish for such a Draconian reversal in the social attitude of Americans, the time has come for some rebalancing in this sphere of life. Every adult needs, and should be helped to achieve, an everlasting "continuing education" program. But the shape, amount and timing of this program should be flexible. Within the array of educational possibilities – and credentializing agencies – colleges are and should be an important bastion. But not the only one. College education, and most emphatically college degrees, should not be so overburdened.

What we need, however, besides the greater honesty, modesty and vigor within our colleges, is more of the same in the outside world. Let us examine more closely some of the realities about the labor market and its needs and assessment mechanisms. Once again, let us recall that the motive spirit of this conference is to produce educational keys to unlock careers. But maybe we will discover that what America needs more than bursars' cards is union cards and even credit cards. That is, career opportunities can be achieved far more equitably, economically and extensively through changes in civil service examination and jurisdictional rules; through a union "open admissions" policy, and through a more honest review of what each job really requires, how you might best attain these requirements, and what are the fairest methods of assessing them. We may come to see that the extent to which society arranges its rewards, (jobs available, salary, fringe benefits), and the style with which bureaucracies operate, are the factors that have more to do with genuine competency development, assessment and satisfaction, than any college degree programs.

The conference is devoted, it appears, to improving opportunities for job-mobility, both horizontal and vertical. It touches far more lightly on job satisfaction (although that interests me more). Let us deal, therefore, with some of the curiosities that I have observed about mobility, taking first the question of horizontal mobility. Were we to chart horizontal mobility against educational attainment and/or cognitive skill attainments, we would probably discover a bimodal curve. That is, there appears to be a high degree of horizontal mobility at a very low level of job skill and educational attaintment, and a high horizontal mobility at the very top of the executive ladder. In between, there is far more diversity and scatter. Mobility in the middle range seems less correlated to the amount of formal education than to its particular subject coverage. The horizontal mobility available at the bottom of the vocational ladder exists primarily among unskilled blue collar workers. In the New York City civil service system, for example, such persons are the exceptions to an otherwise rather rigid competitive examination system. Here, however, people are recruited loosely and may be randomly assigned and later reassigned to a variety of departments: street maintenance, parks and playgrounds, borough presidents' offices. Moreover these same laborers can freely move into the labor pools available to Con Edison, New York Telephone, and so forth. About this arena, we in the colleges do nothing, nor are we being asked to do anything. We have not been asked to "credentialize" this type of experience or capacity, nor have we tried to recruit these people into our own universe for our own purposes. I am happy about the credentializing, but far less so about the recruitment. If we could ever successfully disengage from seeing colleges as mere degree-making factories selling their output into degree-using enterprises, we could perhaps become attractive and useful to all sorts of people, on our own purist terms, and on theirs.

The problem of horizontal mobility in white collar areas, however, is much more within our ken. This is probably the target area of this conference. Here we must note that the rank and file white collar worker, particularly in public service, is unlikely to move across departmental lines, and virtually never across jurisdictional ones. Movement between the public and private sector is even less usual. In order to accomplish this sort of mobility, what we need is jurisdictional reciprocity, union cooperation, nationalized pension plans, and a good public relations job. The bureaucratic insanities that prevent free and easy transfer among transit police, housing police and police-police within a single jurisdiction, for example, has nothing to do with competency. It has everything to do with the relative availability of jobs and their security, safety and fringe benefits. To enhance job security each special group invents its own special devices. What locks people out of possible easy transfer from a job in New York City to one in New York State, or one in Detroit, has to do with the same factors; civil service residence requirements, union regulations, and other forms of local "job protection" are the means used. That college degrees will not help where great survival issues obtain, should be evidenced by the many "credentialized" types who suffer from these very same rigidities: doctors, lawyers, social workers, dentists, nurses, teachers. They cannot move easily across the jurisdictional maze either.

The horizontal mobility of top executives need not detain us here, since it exists by virtue of the height factor. We can therefore move immediately to the question of *vertical* mobility. What brings people to the very top? Here certain competencies may be at work, and these *may* be congruent with a college education. But the college road is still slippery. We are all familiar with the one or more persons who get to the top, or close to the top, without the "paper" credentials. At my own college we have a number of cases in point. A few of our most talented professors, persons with well earned national and collegiate reputations, are without the *sina qua non* of our paper processes: the Ph.D. Moreover, it is important to recall that no college-credentials of any sort are required of the very top executives of this nation: not for the President of the United States, nor our governors, mayors, county executives, legislators, cabinet secretaries, and we have had many very able incumbents in these parts who have not touched base with college at all. The same freewheeling disregard of college credentializing obtains at the top of industry too: William H. Whyte reported some years ago on the educational vagaries of captains of industry. Even more recently, some 16 percent remain men without degrees. Finally, we should note that even some of our most prestige-laden liberal professions keep a door cautiously ajar for possible entry by non-collegiate types. I am talking here of the bar examination requirements that in some states, including New York, still permit entry to the practice of law simply by that route. College is unnecessary. In the case of medical licensure, there is always a practical component, a sort of carefully supervised apprenticeship that must follow college. So in these many ways, we must accept the truth that even at the highest reaches of executive and professional life, there is other than college credentializing involved, and possibly other than college type skills. Ironically, however, we do have some places where you do need a college degree. In certain jurisdictions you need it to be a police captain or a nursing supervisor, or a recreation director, or a welfare investigator, or a department store floor walker.

What actually lies behind executive successes are variables such as "political acumen, conceptual skill, persuasive powers, and administrative ability." Those are the words of Henry Kissinger describing the needs of a president. Here are the words of a local vice-president of IBM telling what they want to fill their executive roster: "people with ability to manage other men, to fit into varied social situations, to be creative and imaginative in assessing problems." Whether these abilities can be broken down into college credit modules, and then reassembled into one glorious whole, is more than doubtful. It may be that such heroes are born, not made.

Where however vertical mobility is sought across a more modest range – that is, moving from the bottom to the middle, or from the lower middle to upper middle – we are usually talking about initiating, developing and assessing a series of quiet specific skills, or else a series of non-objective and non-intellectual capacities. Once again the major barriers to vertical mobility within this range have little to do with genuine competency achievement. They have everything to do with the same legal barriers and the self protective instincts that paralyze the horizontal scale. The broadening of the labor pool available for one set of jobs is always threatening to the holders of the jobs. A typical illustration can be provided by the world of New York City health care. In this arena, very competent nurses' aides are enjoined from carrying out such procedures as suturing of superficial lacerations, drawing of blood specimens, starting intravenous drips, not because they lack competency, but because New York State law does not permit them to do this work. For these tasks you need to be a registered nurse. A top level medical doctor and health center director assures me that 1) the whole range of talents of a registered nurse do not have to be enjoyed to do the foregoing procedures; and 2) if you want nonetheless to train each nurse's aide to enjoy the total registered nurses' package of competencies the place to do so is in a hospital, not a college.

Curiously enough, an ironic example of this same vertical immobility was presented in the very working paper sent to the participants of this conference. We were told, you may recall, that the Staff Development Program of Elgin State Hospital was interested in "finding a method whereby their in-service training program could be linked into the university certification process so that disadvantaged prospective employees and staff could garner college credit for training while gainfully employed and receive credit for *effectively functioning* at a level at which a college degree is usually required" (emphasis mine). What was being sought, we are told, is an "educational key to unlock their staff from isolated career ladders and to provide mobility both vertically and horizontally." Moreover, the author's remark that "integral to the educational-relinking network is the concept of *reducing gatekeeping* and maximizing screening – and remedial processes."

How, in the face of these honorable objectives can they possibly look to a college degree as the mobility key? Why does it not occur to the hospital that if an employee is "functioning effectively" at a job where a college degree is "usually required" and, if that person has no degree, then it must be true that the degree is an unnecessary requirement, and the fastest, most economical way to deliver mobility therefore would be to remove that non-essential requirement. The road to upward mobility does not seem in these cases to genuinely pass through college. College is simply an expensive detour. Both the specific skills of middle mobility (like computer training, switchboard operation, even spoken Spanish) and the non-objective ones (like warmth, enthusiasm, cooperativeness and so forth) are better offered on the job and assessed there. There is no genuine need here for the college to play a "matchmaker" role.

If we follow this line of reasoning further, it should make the hypocrisy of college credentializing of outside, already achieved skills more than apparent. That is, if an individual already has a certain competency, some hard earned skill distilled from work experience, travel, independent reading or other experiences, and if that skill is necessary to do a job, then performance on that job should be sufficient to demonstrate it. If the skill cannot be demonstrated on the job, I would conclude it is not needed, and its requirement is in some way phony. Where a new skill, a college produced one, is truly needed, and the person with his various capacities from life's experiences does not already have it and therefore cannot demonstrate it on the job, then such an individual should be encouraged and aided in attending a suitable college. But once again, this situation does not pose any need for "credentializing" any already existing capacities either.

What all of this boils down to is the following: The world of work, both public and private, should be encouraged to decide what it really wants. What, for example, does Chase Manhattan want of its tellers, its first string supervisors, its executives? Does it feel that all tellers should have the capacities for ultimate promotion to the top? If so, what are the criteria for such promotions? Such questions as these should be answered very specifically. Does a particular job, or a particular promotional staircase, require typing? spoken French? familiarity with Greek mythology? math proficiency? algebra? calculus? topology? The employer should then decide what he views as the most reasonable method for assessing each of the specific competencies he genuinely needs and we might pause to consider what these methods might be:

I am proposing that there are five basic ways our society can proceed in testing and evaluating competencies. These are:

1. **Pen and Paper Tests**
   These can typically cover verbal and quantitative skills and knowledge areas in specific subjects and certain areas of personality skills. Among the standardized instruments now available are:
   SCAT (scholastic and college based test)
   GRE (graduate record exam)–verbal and quantitative–also advanced subject matter exams.
   CLEP (college level exam program)
   CPA (certified public accountant exams)
   medical boards
   bar examinations
   Army general classification tests
2. **Demonstration Tests** (off the job)
   These tests generally assess physical skills, motor abilities, talents of an artistic type, crafts, and office skills:
   auto driving tests
   auto safety tests and insurance records
   Redcross swimming tests and lifesaving certification
   seashore musical aptitude tests
   Army basic training tests
   opera audition records
   theater and dance "tryouts" in professional arenas
   typing tests
3. **On the Job Performance Tests**
   These are generally applicable to job skills where there are objective, measurable outputs involved:
   performance records that count the number of articles, clients, actions in a given time period;
   profit and loss statements that can be tied to individuals;
   sales records;
   productions records of other types;
   social indicators– useful in assessing group efforts and program evaluation, such as with a medical team, or an inspection team, *e.g.*, health records, birth, death, and epidemic rates, pollen counts, pollution counts.
4. **Non-Objective, Personal Observation Tests** – usually used for character and personality and psychological variables:
   interviews (single or group);
   supervisory ratings;
   elections (public, party, stockholders, collegiate and others).
5. **Physical Examinations**
   To establish various eye, ear, and health competencies

With such an impressive array available, it should be clear that college credits are neither entirely sufficient, nor even entirely necessary in this business of assessing competencies. Indeed, we might be hard pressed to prove that a college degree is a demonstrably better assessment method for any of the competencies noted above. Where college does fit into the picture, it fits primarily in the pen and paper test arena.

Finally, let us deal with job satisfaction. The notion that upgrading of a job's requirements, *i.e.*, inserting a "college degree" requirement thereby converts a monotonous, unrewarding job into something more, is sheer nonsense. While there may be new jobs on the market requiring certain new skills, there are even more old jobs requiring quite the same, or in some instances even lesser skills. And while you can generally upgrade jobs, and you can truly make the ladder from one to another job more scalable, neither of these beneficent moves will come from *the alchemy of collegry. I have found that those changes that honestly work in the direction of upgrading most jobs* have to do with bureaucratic variables rather than college competencies. Having more people participate in office decisions, sharing institutional purposes and information with everyone, encouraging people at all levels to understand the total mission and to be creative and innovative in meshing their particular work with that mission: this is the stuff of which "upgrading" is made.

And where upgrading in terms of increasing variety and satisfaction and opportunity for Maslow's higher needs to be fulfilled is really impossible, then society should turn its mind to job elimination through technology. If any job is truly inhumane it should be given to a machine.

Genuine education, genuine talent, genuine competence: these are the lifeblood of a nation. We must be encouraged to find it, nurture it, and reward it as variously as possible. The ballet dancer, the high-steel worker, the baker, the welder, the diver, the driver, the plumber are all absolutely essential to our society. Their requisite competencies, fortunately, are all attractive to some portion of our society's people. The skills that each vocation requires may be variously obtained, and that should and must remain so. That any single individual should want an array of skills is possible and should also be encouraged. That some of the coveted skills should be "intellectual ones" can also healthily and easily be arranged through an open university system. The degree-seekers of our society should be reminded that if education has anything to add to their lives–either by enriching what they bring to their work, or enriching the ways in which they spend their leisure–then such enrichment will occur only through the genuine article, education, not through the abracadabra of "credentializing" their already extant life experiences. Indeed, it is interesting to note here that the Commission on Non-Traditional Study (a group that only recently published its report *Diversity by Design*) sponsored a series of research projects which produced many important pieces of data including a table of the "kind of credit desired by would-be learners and actual learners." The most significant finding revealed here was that only 8.1 percent of would-be-learners (in a sample which was produced to represent a universe of 104 million persons aged 18 to 60, in 1972) was interested in credit toward a four-year college degree. Indeed, less than 1.7 percent were interested in other degrees and 26 percent did not care about any credentializing at all.

Among the actual "learners" these percentages were even more dramatic: 61 percent did not care about any credentializing; only 1 percent were interested in a college four-year degree; and only 2.5 percent cared about other degree forms. We should foster this healthy disregard for credentials and its concomitant high regard of genuine competencies.

The colleges do have an important role to play in this. In this instance ours is the leadership role, as a critic of society. If we believe America is marching toward a dead end, we should say so, whatever the cost to our short-run institutional aggrandizement programs. We should set an example by refusing to sell indulgences, refusing to engage in plea bargaining, and most important of all, refusing to become the only "true religion", the single priesthood to annoint the true believers, the only keepers of the keys to the kingdom. We have never been a nation with an established church nor with any single citadel. Let us recall how useful has been our attachment to this sort of pluralism and to the balance of power.

THE ROLE OF COMPETENCY BASED EDUCATION IN AN EXPERIMENTAL NETWORK

by
Barbara Knudsen

Like any speaker who follows other persons on the rostrum, I wish I could start over with the notes that I have because there are lots of comments I would like to make in regards to the things that Dr. Blank said. I will take some time as I go to intersperse some comments about her presentation because I think that she talked about what she considered to be a blind, dead-end road, and I have yet another route that I would like you to consider. While a good bit of the things that she said I would agree with, there are also things that I would not agree with, and I would like the opportunity to discuss these. A number of these things I will comment on periodically and perhaps eventually we can get back to some of these issues. With regard to the specific topic that was given me, the role of competency based education in an experimental education network, I am like Dr. Blank who would take a bit of liberty with the assigned topic though I have tried to stick with it.

I would like first to get some of the things on the table about the Union of Experimenting Colleges and Universities education network; to put it into perspective which, I think, will illustrate to you this other kind of route that I would like to suggest for you as a possibility to be considered. American higher education is, to a considerable extent, the same piece of cloth, as you all know. That is, you can travel around from one college or university and drop in on classrooms of another, or in another state or region of the country and you will not find them terribly different. You can step into an introductory history or introductory sociology or an introductory physics class and you would be hard put (unless you looked out the window and saw that it was sub-zero in Minnesota and tropical in Florida), to know what part of the country you are in because there is a good bit of similarity. There have, however, always been some notable exceptions to that statement; there have always been a number of colleges on the fringe of higher education which have played around with different ideas, which have put into practice ideas which might be considered revolutionary (which often are, in fact, very old ideas simply refurbished). A number of those experimental kinds of colleges, many of them in the small, private liberal arts tradition, got together in the early 1960's to form something that was called the Union for Research and Experimentation in Higher Education. At some point they did not like that name very well so they changed it to the Union for Experimenting Colleges and Universities. This organization that began with eleven presidents of small private liberal arts colleges has now grown to be a different kind of consortium of institutions, all of which mainly have one thing in common, a commitment to try to do new things; a commitment to experiment, to innovate, to try that which may not work, to try things that seem to have some point to them, but of which perhaps they are not positive, to research them carefully, to see what kind of effect that may have on institutions of higher education everywhere.

The Union now has about thirty members. Its membership is nationwide. It goes literally from coast to coast, from the New England area to Florida, to the West Coast, back again to the Midwest. It has small private institutions like Goddard; it has large public institutions like the University of Minnesota with over 50,000 students. It has institutions that are coeducational and ones which are one sex or at least largely one sex. It has institutions in rural areas and institutions in the heart of big cities. In many ways, it truly does represent a range of the kinds of institutions that are involved in the American higher educational systems. The objectives of the Union are not written down very carefully, but as I have participated in forming Union objectives or at least some of the objectives, they are as follows: the promotion of innovation, the sharing of ideas; the possibility to learn from one another's experiences in various kinds of innovative educational programs; the demonstration at the consortium of a set of different ideas. A final objective, perhaps most important of all, is a mission to feed into all post-secondary education the kinds of things we are learning by those innovations going on in the individual colleges, and in those institutions cooperating in multi-university projects. The headquarters of the Union are at Antioch and there is no question that the Antioch influence has been a considerable one. That is the experimental education network that we are talking about here as I represent the Union for Experimenting Colleges and Universities.

Let me turn next to my notions of what we are talking about when we say competency based education. I want to link the experimental network and the competency based educational programs together in a way in which I think makes sense, and which will be responsive to the kinds of things which Dr. Blank said.

Competency based education is a commonly used term. I am not sure that all of us mean exactly the same thing when we use it. What exactly is behind the term? There are at least some things that are explicit in it. The things that are implicit in it include that a person can do something when he is finished with whatever kind of program it is that we are referring to; there is an element of being able to actually do something or to be something, to be somehow different than a person who does not have these competencies. This something is measurable. Related to that is a notion of some kind of examination process whereby we know that this person is, in fact, somehow different from a person who does not have that competency.

In one of the articles that has to do with the whole question of teaching versus credentialing, there is an analogy with swimming. The idea is that you simply put someone into a swimming pool and they have to swim to the other end. If they can swim to the other end, they have some competency in swimming. It does not make any difference how long it takes him. It does not make any difference what style they use. It simply matters that he gets from one end to another. How he learned it we do not care; we simply care whether he can do it. That seems to be what we are talking about in competency based education: we have an examination, in the swimming case, in watching to see whether he can do it, to know if the competency has been obtained or not. These do not seem to be very revolutionary ideas, but in American higher education today this idea of competency related to an examination is revolutionary. However, I would like to have you look back with me for a moment and put some of that in an historical context, and we will very quickly see that the idea is not revolutionary at all. In fact, it is a very old idea, far older than that which presently dominates our present university system. The idea of competency based education seems to be the direct opposite to that which is credit based. I guess one thing that confused me in the last comments that were made was the talk about credit bases and converting the kinds of things that you are doing into credit; it had not occured to me from the material that I have read. A credit base is not the only way you could go about certifying the university-without-walls example, because we do not deal with credits at all; we just drop credits as totally outmoded and not a useful concept. We do not find that it is a yardstick that has real sense for our purposes at all—so we do not deal with it. But generally, in American higher education, credit is the yardstick: the credit is the current policy. Therefore, we are talking about a system of competency versus a system that is based on credit.

Basically, credit in the American higher education system today is a method for accounting for time spent, largely in a certain kind of classroom or lecture setting of some sort or other. Competence and credit are quite different kinds of things. The overwhelming majority of our institutions' students are graduated with that sought-after baccalaureate degree based on *x* amount of time spent going through *x* amount of hoops, in *x* amount of courses, taking *x* number of small examinations, the information that was learned possibly having been forgotten shortly after the examination. When all of those little *x's* are added up to be 180 or 120, depending upon whatever system it is, some kind of degree is awarded. This is quite a different kind of notion from that with which I associate a competency or criterion based kind of educational program in which assessment is made at some point in time, of the totality of that which has been acquired by going through this educational process, whatever it is.

What about the accumulation and integration of those bits and pieces of the traditional educational program into something that adds up to a whole? In most of our baccalaureate programs no one asks about the totality of the educational program. We simply say that if you went through all of these bits and pieces and they add up to what we require of you, that is all right by us and you get your degree. These are some of the things that competency based education conveys to me.

This idea of looking at the totality of educational experiences and attempting some kind of an examination is really not a new idea at all. It goes back a very long time historically, certainly back to all we know of the medieval universities, and to a considerable extent, back to the Oxford and Cambridge system as they exist today. As an example, there is a book by a man named Colter written about the higher education system in Georgia in the early 1800's, in which an extensive kind of examination was held. " 'The test of the pudding is the taste thereof' is a saw honored with age and truth." This comes out of the University of Georgia in the early 1800's;examination time was tasting time; the tasting should be done by more than just the cook alone. In the original charter, a board of visitors was established. It first took on flesh and blood in 1811 when three trustees were named visitors. Later, the number was increased to fifteen and the membership was now listed as the trustees. The most distinguished men in the state were generally named and urged to attend the senior examinations. It goes on to say that the University announced that senior examinations would begin on June 23 and continue from day to day until the board of visitors was satisfied, and added that the college and faculty would be gratified at the attendance of parents or guardians and literary gentlemen who may have it in their power to attend. When they said examine, they meant *examine* and they brought in everyone that they could think of to participate in the examination. They wanted to know what the final product was and not what bits and pieces had gone into the make-up of it. Programs of that kind were instituted in Dartmouth a little later and Harvard in 1869. (They have since abandoned it.) At the University of Chicago, that rebel Robert Hutchins proposed and established a system in the early 1930's somewhat like this. Medical education is based on something rather like this; and as a matter of fact, is the Ph.D. model not something like this? If this model was true in our history, how is it that we arrived at something today that is different? How did we abandon that kind of notion?

Once again we can look back to history and see how it happened. In the latter part of the 1800's, students of higher educational history will remember, we began to first measure in hour units, and this was really related to the broadening of curriculum. Through the elective system, students were able to pick something other than a prescribed curriculum. Largely, this came out of a lead from Harvard, putting variety into the curriculum. There then had to be some kind of a way of measuring them, so that we still had some kind of a standard to use. In the late 1800's the Carnegie Unit came to be used. It was stated quite specifically to be time bound and to be accounted for in terms of time spent. Most people today are products of educational systems which are related directly or indirectly to the use of that kind of a rule, in high school and implicitly in college as well. The crediting agencies which began in the early part of the 20th century, 1914 or 1915, adopted the same kinds of things and eventually they began to be standardized.

How did we arrive at the four years time limit? That is another kind of issue, and I suppose there are different interpretations on exactly how it was arrived at. Most of the reasons that are stated in the literature are that in the period of time around the First World War, when pensions plans began to be developed for college faculties, someone rather arbitrarily picked something out of the air which became one of the factors that was involved in whether institutions could participate in pension plans: they could participate if they were institutions that had four year programs. "Four years" somehow came to have that kind of magic associated with it, and it is still utilized. Why four, not five, not three-and-a-half, not six? It is an historical accident and difficult to defend on any kind or rational grounds. One could as easily defend three or five or six years.

What are the problems of this system in which we are using credit which is basically a measure of achievement in those individual bits and pieces, depending upon the individual instructor's assessment of what it was he wanted the person to learn, how accurately the person could spit back to the professor what the professor said? That is an overcritical perspective, but truer than most of us would like to admit. We have reached a point where we do not know what a baccalaureate degree means in terms of what a person can do. We know that he is perservering to have gone through four years of those kinds of hoops that we put him through. If we want a person who has a lot of stick-to-it-ness maybe the degree is a part of what we want. In most of higher education that perserverance is the one thing of which we can be sure.

Another thing I found to be very interesting as I began thinking about competency education, is a study of a set of testing procedures done on a number of colleges and universities, in which all samplings of the students were in eight or ten universities from around the country. They gave a set of standardized tests to all four years of the students in these institutions. All kinds of interesting results came out of that. The tests included math and social studies and English composition; it was quite a battery of general comprehensive examinations. If one decided to use the results of those test scores which were given to freshman, sophomores, juniors and seniors to graduate the persons with the highest scores, putting them together from those different areas, the graduating class would be almost precisely split four ways, made up of freshman, sophomores, juniors and seniors. Yet the student who is a freshman, who on the basis of competency examination of that limited academic kind is in the top group, must spend three more years before he graduates. That study was done in the 1930's but we learned nothing from that experience and still proceeed basically along the same four-year lines.

I do not know how most people explain this, but I have some ideas on how one might explain it. It has to do with some of the things that have been discovered about institutions and their drive to survive. It has to do with colleges and institutions that have justified their existence and their right to be a part of the American scene. It has to do with another phenomenon which is much broader than universities; it has to do with a need for this society to have a custodial place for its young. That is a real problem, a side issue, but certainly one we cannot leave out of our thinking. The irrationality that is involved in our current system is a part of what we must be thinking about. The problems of the credit base assumption lie, that possession of the degree has some meaning in terms of something, are the questions for which none of us have very good answers.

The question is why we credentialize at all in university terms and that is really part of what Dr. Blank is responding to; why and how do we credentialize? One of Dr. Blank's opening statements was that this is a credentialing society and I guess I really resonate to what was said. I have had too many dealings in the last few years, painful dealings with disadvantaged groups who say to me "Why don't we do away with credentialing, why don't we get rid of it, credentialing at the university level at least and talk about more meaningful credentials?" That is what Dr. Blank is really talking about and what a number of us are talking about: credentials that have some meaning in what a person really can do, in terms of a predictor, in terms of success in certain jobs, or the ability to perform in certain kinds of ways; other kinds of credentials as well as the B.S. and B.A. degree. But too many friends have said to me, "That's not hard for you to say when you have a Ph.D. Let us have it first and then we will agree with you. Then we can get rid of it, but don't deny us access to it, don't knock it until we have had a chance." I resonate to that and I think that is something with which we have to deal.

The question of separating teaching from credentials is a very complex one. Another model for testing competency, since I mentioned a swimming pool kind of thing, might be that which is usually used in driver training. Some people teach students to drive but they go somewhere else to be tested, and in many ways that makes a good deal of sense. It does not make a great deal of sense for us as university people or as teachers in other settings to be both the instructor and the credentialing agent: there are conflicts of interest. I see it all the time in the university-without-walls program. We teach, and we credential. I have developed a kind of vested interest in it to be a good honest program. It is very easy to stack a committee, if you really want a person to pass; it can happen. I would like to see those functions separated because, at the moment, they are not. That is the kind of differential with which we could deal at some level.

How about the question of getting rid of credentials all together? How could we go about doing that? Some of the things mentioned by Dr. Blank are very appropriate, for example, working with civil service people. In the meantime, we really have to do that, as well as seeking to broaden the kinds of certification that we are talking about. But we cannot avoid the interim period of time between now and the time the credentialing will be done.

I keep remembering things that Dr. Blank said that I'd like to comment on. One of them is this business about how long it takes us till we undo credentialing and the number of people who will be suffering in the meantime. We cannot afford to ignore this. We have to work on all fronts at the same time and that is a very big job.

I would like to put those two ideas together, and to show you how the university-without-walls, and the Union of Experimenting Colleges and Universities programs relate to the competency based education ideas we have been talking about.

Many of you are familiar with the general ideas behind the university-without-walls program but I think there are a good number of misconceptions about that program. You know it is on many of the campuses (about 30) across the country. There are a number of key concepts which are very appropriate to the kinds of things about which we are talking, and they bring me to where I would like to add a dimension to what Dean Blank said. I hope it links together competency based education in the community setting, whether that be a hospital or an educational institution, and university education. That is what is implicit in the educational philosophies which underlie a program like the university-without-walls. There are a number of key concepts; some of them are important for our purposes and some of them not. For example, we talk about education for all ages, 16-60, and actually we have people beyond that range in both directions. We have a notion of faculty in quite new and varied roles from what they occupy in traditional colleges and universities. We have notions of different kinds of people as faculty members similar to what Dr. Sweet has said. We have notions of heavy participation of everyone in the program in the university governance, a notion that is creeping into all kinds of colleges and universities these days whether they like it or not. However, I think the basic notion, the notion that is the key to all our purposes and the reason why I would urge you not to abandon universities and colleges as a way to move in the sense we were talking about in this workshop is the basic educational philosophy which goes something like this: since we live in a world in which change is extraordinarily rapid, that which is important in education is not so much *what* one learns but rather *how* one learns. That sounds very simple but what is very basic in the university-without-walls program is that students must straddle the accumulated wisdom of man which is recorded and written in the libraries and the various kinds of media, and is captured in the minds of those faculties who occupy our universities and colleges and the world of experience out there. And it is only as those two come together, meet and interact that the world of knowledge will expand, and that students will be able to *not invent* the world, but rather to go on learning more, having greater competencies, and having greater skills because they have learned in the course of an educational process *how* to learn and how to go on learning. And that is what is most basic about the ideas behind the university-without-walls. It says in fact that one can learn anywhere; it says that one can learn in the classroom, and interaction with peers is very valuable, peers constituting an enormous range of resources for one to learn from, as Dean Blank said. Further, one can learn at work and colleagues at work constitute another kind of learning resource. One can learn in a museum or in a government agency, in many places, but what is important is that one relate that learning experience to whatever one already knows. One does not start at the beginning, but take what one does know, test it against the light of experiences in the real world, and bring that back and try to put the two together so that our knowledge base continues to spiral upwards. It seems to me that my plea around your utilizing universities and colleges—and perhaps particularly that kind of middle ground that some of the experimental colleges and universities have is their flair for infiltration into traditional universities—is perhaps more important for colleges and universities than it is for you. Colleges and universities are, in fact, bastions of tradition, and you will have a hard time knocking on their doors. But I say to you, knock and knock loudly because they need to hear it. It is your tax dollars and my tax dollars that are going to these institutions and if I were to subscribe to the kinds of things you say about abandoning universities and colleges for the purposes you are saying, the only way I could agree is if you would say; "Scratch the whole university and college system," but I don't want that either because I believe in it and I love it; I am a part of it. I think there is a role for them, but I think there is a role that brings them into contact with a new world, for students that move between those two worlds. In the kind of Dewey sense that says one learns everywhere, the colleges and universities should not be allowed to stay in their splendid isolation. They should be forced into the real world by students, and students of the type you are talking about: all ages, all colors, all shapes, all sizes, with different kinds of interest, saying, "You know, I have this kind of thing that I want to learn, so how can you help me? What kind of resources can you be to me about the kinds of things I want to learn how to do?"

University-without-walls has three spin-off programs that are particularly relevant. The first is the teacher core project. Teacher core is an Office of Education project which began originally to prepare more teachers, and now we know that we do not need more teachers at all. In fact, we need fewer. But we need different kinds of teachers and we have the teacher core project in correctional institutions, and that program has interns who are inmates and guards in correctional institutions, hired from inmates and guards. They are learning how to be educational facilitators, how to be the kind of person who can assist a prison inmate to develop an individualized kind of program to meet his own educational needs. It is an interesting kind of project and we are attempting to see what kind of competencies those facilitator type teachers need because we are not very sure what it is, and in that sense we are starting with the same kinds we are doing here. What kind of modules of competencies should a teacher, a facilitator, have?

We have another program that is very similar to yours and that is the human service workers in the new career sense. I need not tell you that is a close blood-brother of the kinds of programs we are talking about here. A third program is one which is in the same area as a high school/college program, in which the university-without-walls is now enrolling a set of high school students who will be jointly high school and college students at the same time. Being in high school programs but doing a college overlay on that high school program at the same time, and being able to make a transition between high school and college at whatever point it is particularly appropriate for a given individual, as opposed to any group, for which there is a magic age of 18. Who is to say that when one is 18 one is ready to move on? In this program there will be really no transitions, it will be simply one path and there will simply be a greater emphasis on one kind of program at one point and a greater emphasis on another at other points, but it will be related to their competencies for movement from one level of education to another, a blurring of the lines. The emphasis is on process; the learning *how* to learn is crucial in the university-without-walls program. It is really what you are about, because you are teaching people how. You are teaching them certain skills, and you are trying to identify them, but you are trying to identify skills that will enable that person to keep on learning how to deal with the situation as that situation changes, with different kinds of patients, for example.

I would like to say several things about the Union and where we intend to go with the Union, and why it seems to me there are potentials and fruitful associations between the Union and the UWW and the different things that persons in this group are interested in. The Union currently has some new things on the drawing board. One is an expansion in levels of education into the high school level, and the master's degree programs, and the Ph.D. programs which would fit into the programs you are talking about very well. I do not want to dwell on those. That which is the most interesting to us is the international UWW program. We are going into the last of a series of four programs which we have been doing in Europe to identify this innovation in American education to a set of European colleagues. The third of our programs on the drawing board is the most important for you and probably has the longest range of impact of any of the programs we are talking about. It is a program which would envision a Union for Experimental Colleges and Universities in the future as having membership which is far broader than existing colleges and universities. It would include as members of the Union, hospitals, labor unions, business organizations, all kinds of other enterprises in this country which are engaged in the education business. It would be a program in which all of these persons who are engaged in education come together to form a union of experimenting colleges and universities to enable persons to choose from that whole range of educational options and still be able, if they so desire, to come out with credentials or degrees which are appropriate for their own purposes. Those are the kinds of things that the Union is doing.

The Union has a variety of ways of proceeding. In some ways it goes along rather traditional paths, the UWW at our thirty member institutions across the country award degrees of their own member institutions for the most part. However, those degrees are awarded in non-conventional ways. A UWW degree at the University of Minnesota is awarded on a basis of a set of criteria for competency that we set up for graduates. When one of our students thinks he meets those criteria he presents his evidence to a graduate committee made up of our most demanding faculty persons. It is an extremely rigorous process, no easy degree by a long shot; in fact, it is an extraordinarily difficult degree. By any single standard we are asking too much from our undergraduates, something that is very much like a Ph.D. examination.

The Union as a consortium of institutions has been awarded correspondence status with North Central, and when we have a set of graduates under our belt we will go back for full accreditation. Underlying all of this, of course, is the very complex question of what is the meaning of a degree, or certificate. If we only had the answer to this question, all of these other questions would be quite clear because we do have lots of examining processes; we have the paper and pencil text, and proficiency demonstrations that Dr. Blank talked about. I have the feeling that it will tend to be far less paper and pencil, far more behavior. The real basic question is what we said earlier, what makes the person who has the competency different from the person who does not have the competency? What are the objectives for this person when he is certified with this competency? Those are very difficult kinds of questions. But once we have arrived at the definition of what the objectives are, the rest of it is a lot simpler. It involves taking the job apart, seeing what is involved. Some civil service systems have done this in quite sophisticated manners. The California Civil Service System for correctional officers has a very sophisticated system which begins with paper and pencil tests. One of the things that their people have to do is write; then they go into a rather complicated kind of oral exam which involves a problem solving mechanism.

Basically, it seems to me, what we must deal with are the kinds of things we are talking about in hospital programs: observation on the site, observation of a person working and then some kind of certification of those kinds of competencies, but most importantly of all, for the kinds of things that were mentioned earlier, is some kind of recording of those competencies whether in college credits or whether on a UWW transcript which simply gives them in narrative form, but in some way so that a person in this mobile society of ours can take those competencies along with them.

I would hope that we will not leave out colleges and universities in the whole competency based education field because I think they have something to offer, but perhaps, more importantly, you have a great deal to offer to them. Their accountability to us as citizens is something which I personally feel very strongly about because I think we need to be accountable and I think if we are not, we are not going to be able to survive. We need a situation in which every citizen in this country can be within reach of opportunities to learn what he or she wants to learn in terms of that being conceptual, abstract, or skills, opportunities to be credited, or certified or degreed for what he or she knows, regardless of where that knowledge or competence was attained. Before we come to the completion of that kind of vision, we have to have new things added to our educational systems. It means the kinds of programs you are talking about at Elgin State Hospital. It means education for all ages not just those 18-23 or older. It means persons who are in mid-career changes, new career kind of people, people who are retired and have time on their hands for perhaps the first time in their lives. It means that life-long learning that Dr. Blank endorsed so heartily. It means a wide range of options; it means the opportunities to be in classrooms, to be in libraries on college campuses; it means the opportunities to be learning in hospitals, in government, in industry; it means options that are tailored to the personal circumstances of individuals and to their personal learning styles that vary so widely. It means that educational opportunities must be available everywhere, not just in cities, not just for people who can go to a campus and be in a classroom three days a week for an hour or two. It means education by correspondence, by media, by short-term residence and by examination methods.

It does not mean, in my opinion, that colleges and universities are not here to stay; it does not mean that we do not need them. We do need them. They have a lot to offer. But it does mean that we need to fill out the rest of the range of educational opportunities, so that opportunities are as rich for the rest of us as for the younger aged population. For those who are not currently served, we need to fill out the balance of that picture. It seems to me is that we all need to have programs which are not space bound that is, which people do not have to *go* to, to become educated; not time bound in terms of September to June, day time, and three times a week, and not custom bound. We need programs that are not any of those things, and which, freed from those limitations, provide a whole range of learning opportunities. Speaking now as a representative of the Union of Experimenting Colleges and Universities, we are clearly moving in that direction, not abandoning the liberal arts non-skilled based education at all, but adding to the range of options. I am very pleased that representing the Union I have had a chance to share with you some of our thoughts about this, and hope that we will be able to continue to work in this because it seems very clear to me that most importantly of all, we have many common interests, in finding more productive systems, so that all of those fellow students that need education opportunities to be citizens in the world can reach their goal.

STANDARDS AND ACCREDITATION IN NONTRADITIONAL STUDY

by

Patricia Thrash

I am pleased to join you at this Conference on Competency Module Development. The Commission on Institutions of Higher Education of the North Central Association of Colleges and Secondary Schools is interested in the development of new techniques for learning as well as new means of evaluating educational units. I agreed to speak about the accreditation process and to discuss some general concerns in the area of non-traditional study. I hope to focus specifically on the Interim Statement on Accreditation and Non-Traditional Study of the Federation of Regional Accrediting Commissions in Higher Education as this statement is pertinent to the goals of the conference.

The Accreditation Process

There are two types of accreditation which are generally recognized by institutions and governmental agencies today: institutional accreditation, which is coordinated by the seven regional accrediting agencies; and specialized or program accreditation, which is performed by a number of organizations which are national in scope rather than regional, and which represents a specialized professional area such as theology, law, or education. These remarks will be limited to institutional accreditation. The Council of the Federation of Regional Accrediting Commissions of Higher Education has set forth the purposes of institutional accreditation.

> Institutional accreditation at the post-secondary level is a means used by regional accrediting commissions for purposes of:
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> - fostering excellence in post-secondary education through the development of criteria and guidelines for assessing educational effectiveness;
> - encouraging institutional improvement of educational endeavors through continuous self-study and evaluation;
> - assuring the educational community, the general public, and other agencies or organizations that an institution has clearly defined and appropriate educational objectives, has established conditions under which their achievement can reasonably be expected, appears in fact to be accomplishing them substantially, and is so organized, staffed, and supported that it can be expected to continue to do so;
> - providing counsel and assistance to established and developing institutions;
> - protecting institutions against encroachments which might jeopardize their educational effectiveness or academic freedom.
>
> Accreditation is attained through a process of evaluation and periodic review of total institutions conducted by regional commissions in accord with national policies and procedures approved by the Federation of Regional Accrediting Commissions of Higher Education.

Instructional accreditation is a voluntary process which has been going on for a long time. The North Central Association was founded in 1895. My remarks are not limited to our Commission but pertain to all the regional commissions.

Although institutional accreditation is voluntary, there are some compelling reasons why institutions seek it. One of the most significant is the federal reliance on the determinations of private voluntary accrediting agencies as a criterion for eligibility for federal funds in a variety of postsecondary education programs.[1] The U.S. Office of Education lists nine functions performed by voluntary accreditation:

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[1] Matthew W. Finkin, "Federal Reliance on Voluntary Accreditation: The Power to Recognize as the Power to Regulate," *Journal of Law-Education*, Vol. 2, No. 3, Page 339.

1. Certifying that an institution has met established standards;
2. Assisting prospective students in identifying acceptable institutions;
3. Assisting institutions in determining the acceptability of transfer credits;
4. Helping to identify institutions and programs for the investment of public and private funds;
5. Protecting an institution against harmful internal and external pressures;
6. Creating goals for self-improvement of weaker programs and stimulating a general raising of standards among educational institutions;
7. Involving the faculty and staff comprehensively in institutional evaluation and planning;
8. Establishing criteria for professional certification, licensure, and for upgrading courses offering such preparation; and
9. Providing one basis for determining eligibility for federal assistance.[2]

The U.S. Office of Education and the regional accrediting commissions work closely together in attempting to determine whether institutions are recognized and are offering programs which are satisfactory. The commissions provide the external function of certifying to potential consumers of education that a product is satisfactory—the maintenance of standards. They also provide encouragement of excellence to institutions to the degree that they assist institutions undergoing evaluation. The accreditation process has increasingly encouraged institutional introspection, which comes as a self-study is undertaken and a report is produced; and it has brought about institutional validation through the process of evaluation by peers.

The accreditation process itself is being constantly evaluated and altered in an attempt to make it more responsive to the extraordinary variety of institutions which exist today. There is more to be done, but a start has been made.

It is important to stress that, just has higher education has changed from decade to decade in response to the concerns and needs of society, so has the accreditation process undergone scrutiny and changed. Through the Federation of Regional Accrediting Commissions in Higher Education, which represents the common concerns of the regional accrediting commissions, attempts are being made to set forth policy statements in traditional and emerging areas affecting institutional evaluation. At the most recent meeting of the Executive Directors of FRACHE, for example, statements were developed concerning *Accreditation and Collective Bargaining* and *Nondiscrimination.*

General Concerns in the Area of Non-Traditional Study

New developments in post-secondary education are having a powerful impact on the accrediting agencies and the accrediting process as well. There is the use of modern technology to individualize instruction and to free students and institutions from the former limitations of time and space. The development of a competency module bank is an example of this freeing technology. Then there are open classrooms, open universities, external degree programs, credit for life experience, credit for work experience, credit by examination, the development of joint programs between off-campus organizations and established institutions, and the literal globalizing of some institutions which were formerly located in one place. These are examples of new learning units being utilized by the "new students," who demand quality education, competency, and opportunities for lifelong intermittent plug-ins into the educational process.

These "innovations" must be coupled with the other realities of the educational picture. Decreasing federal support, diminishing numbers of students in traditional institutions, and the public demand for accountability are affecting everyone who works in post-secondary education. These changes in education have implications for accreditation as well. New ways of evaluating are necessary for the restructured learning and teaching environments which are emerging. Procedures and evaluative techniques appropriate to the new educational patterns must be devised.

Currently both the North Central Association's Commission on Institutions of Higher Learning and the Federation of Regional Accrediting Commissions in Higher Education are engaged in research which should lead to these new ways of measuring learning and evaluating institutions. Norman Burns of our Commission is directing the FRACHE project which is funded with a grant from the Danforth Foundation and involves the development of models which will be tested in institutional settings.

Even as the accrediting commissions attempt to develop new means of assessing institutions, the institutions are already deeply involved in changing themselves in ways which make evaluation a complex process instead of a simple one. Two institutions whose efforts are well-documented in the press are Antioch College[3] and the University Without Walls.[4] Antioch has redefined itself as a network of learning centers which stretch all over the United States and may even be going into Communist China, according to a New York *Times* article. The University Without Walls has units in a number of accredited institutions throughout the country, including some in Illinois. Now its graduate program, Union Graduate School, is preparing for evaluation. Its students, too, are everywhere.

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[2] *Ibid.*, Page 342.

[3] Gerald Grant, "Let a Hundred Antiochs Bloom!" *Change*, September 1972, Pages 47-58.

[4] Herbert London, "University Without Walls: Reform or Rip-Off?" *Saturday Review*, September 16, 1972, Pages 62-65.

To these examples could be added many others with which accrediting commissions are involved every day. The crucial question remain: Is quality education taking place? How can we tell? What differences take place in the student, what learning occurs? This, in the final analysis, is what our educational institutions and programs are all about. As Balderston has written,

> The student's passage through a particular educational program can be viewed in three ways at the time he completes it. He meets a *standard of competence or certification;* he may be rated among those who pass in *relative performance* . . . and his final performance can be gauged in relation to his capability at the time he began.[5]

This last point is related to "value added," a concept increasingly examined. In order to measure value added, we need to use current measurement devices and to create others. This is perhaps a most immediate and a most difficult area for study, and it is one which relates directly to competency module development.

We all want to be creative, innovative, non-traditional, and all-around great persons in the field of education. Reform is needed. The dark side of that coin, though, must also be examined. In addition to the earnest and ethical efforts being made by all sorts of institutions, there are also organizations—documented in books and newspaper articles—which are no more than "degree mills." Your concern, and ours, as we meet today is honest education, education which has meaning, and education which provides both general knowledge and specific competencies.

Interim Statement on Accreditation and Non-Traditional Study

Because there are non-traditional programs being implemented and "innovative" institutions to be evaluated even while standards are being developed, the Federation of Regional Accrediting Commissions in Higher Education has developed an Interim Statement on Accreditation and Non-Traditional Study. These guidelines were reproduced in the *Chronicle of Higher Education* this year. They should be regarded as a tentative working set of guidelines which will be clarified and revised as we work with them. Your comments and responses are needed.

The statement stresses the need for assessment of results of education but continues to value the effect of environments and processes in education. Let me just stress a few points. As a general comment I want to say that the Guidelines might profitably apply to any institution, not just a non-traditional one. All institutions should be required to offer evidence that degrees are awarded on the basis of definite criteria and demonstrated competency commensurate with the level and nature of the degrees, for example. All evaluation procedures of an institution should be objective. Publicity statements to prospective students in any institution must be factual. Faculty in any institution should avoid conflict of interest. Contractual relationships should be clearly spelled out. As a general rule, non-traditional programs are more difficult to evaluate because they often are not carefully defined; they often are designed to be eliminated when they are no longer useful; they use as faculty some persons who do not fit into traditional academic patterns; they meet in churches, storefronts and rubber rafts as well as in ordinary classrooms.

The basic questions to be answered about institutions and about aspects of institutions—such as programs taught by competency modules—are, as I said earlier, "Is quality education taking place? How can we tell?"

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[5] F. E. Balderston, "Thinking About the Outputs of Higher Education," *Outputs of Higher Education,* Western Interstate Commission for Higher Education, July, 1970.

APPENDIX

Federation of Regional Accrediting Commissions of Higher Education

Interim Statement on Accreditation and Non-Traditional Study

Accreditation procedures for non-traditional programs should encourage innovative and imaginative approaches to providing quality education whether in new institutions or in those already accredited. The accrediting process generally should move toward assessment of the results of education rather than its processes, and developments in non-traditional studies and degrees provide opportunities to do so. At the same time, the Federation emphasizes that accreditation is concerned with institutional improvement and that attention to outcomes only, without considering the relation of these to the environments and educational processes, would be of little assistance to either traditional or non-traditional programs in raising questions and providing suggestions for improvement.

The Federation believes that, at this early stage in the development of non-traditional degree programs, the principles, policies, and procedures specified for accreditation must be flexible and of an interim nature. As the nature of innovative developments becomes clarified and experience is gained in working with them, accreditation policies and procedures can be adjusted to attain a uniform approach to the traditional and the innovative in such manner that the better procedures of each are called to the attention of both. In this context, the statement of policies and principles presented here is tentative and interim. It is a working set of guidelines which will require continued monitoring, clarification, and revision as experience in their application evolves.

General Policies

1. Accreditation will be considered only when a number of individuals have been granted or have qualified for a degree by various non-traditional patterns indicated. Consideration of students' completed programs and student reactions are deemed indispensable to accreditation.
2. Accreditation procedures and criteria should be comprehensive, flexible, and fair. Evaluation committees should include persons who have experience in non-traditional programs and/or who are sufficiently conversant and understanding to review innovations competently.
3. An institution which, by the nature of its program, abandons or renders non-functional traditional criteria and mechanisms of review and control aimed at assuring quality must accept responsibility for indicating alternative ways in which quality will be assured.

Guidelines

1. When degrees based heavily on non-traditional patterns of study are offered, evidence will be required that the degrees are awarded on the basis of definite criteria and demonstrated competency commensurate with the level and nature of the degrees.
2. The appraisal, evaluation or examination procedures of an institution must be conducted with a high degree of objectivity, with due regard for maintenance of honesty and security, and with explicit statements of criteria and standards for judging satisfactory performance. The learner's self-appraisal of the worth of an experience is a valuable but not sufficient basis for awarding credit or a degree.
3. Publicity statements to prospective students must be factual. For example, actual services provided must be consistent with publicity. This will require monitoring adjunct professors to assure that they fulfill their commitments.
4. To protect the integrity of the faculty-institution work relationship and avoid circumstances involving conflict of interest, policies regarding the amount of outside work for pay and safeguards surrounding use of institutional resources and facilities for their intended purposes are required. The relationship of full time faculty serving as adjunct faculty or program advisers and using the learning resources and facilities of their full time employer for programs of study offered by other institutions (accredited or unaccredited) should conform to their institutions's policies and standards on these matters.
5. The conditions and circumstances of subcontracts with adjunct faculty in the community, with museums, art institutes, libraries, government agencies, foreign study institutions, and other diverse learning facilities should be made explicit and should be in conformity with the policies and standards of the institutions on such matters. They should be accompanied by a description of the means to be used for documenting and evaluating the work done by the student in reference to the objectives of the programs of study.
6. The conditions and circumstances of subcontracts by unaccredited institutions with accredited institutions for use by students of their learning resources, facilities, and degree-granting prerogatives should be made explicit. They should also be in conformity with the usual institutional policies and procedures safeguarding their intended use, and with the Federation's guidelines on "Contractual Relationships with Non-Regionally Accredited Organizations".

   The concern here is both with the placement of responsibility, the use and availability of resources, and the relation between student charges, services rendered, and benefits acquired.

NOTE: Questions about these principles and guidelines should be directed to the office of the appropriate regional accrediting commission.

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THE SERVICE AGENCY AND THE UNIVERSITY WITHOUT WALLS: ACHIEVING EDUCATIONAL RELEVANCE THROUGH IN-SERVICE TRAINING

by
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Introduction

This paper presents an alternative model or, at least, increased options for the delivery of training, education and higher education centering around a service agency: its in-service training, other agency resources, the educational resources of the surrounding community and a University Common Market. The model is based on a single service agency and its accompanying educational resources: Elgin State Hospital, the surrounding communities and six area colleges and universities. We are suggesting, in this model, that service agencies and other large-scale enterprises whether in the private or public sector, can combine their training, actual work experiences and more traditional college courses into meaningful and creditable experiences which will allow a greater number of people the opportunity to achieve relevant competencies and at the same time acquire the credentialing of a college education and its attendant advantages.

Contemporary society and problems have provided us with a number of themes which are relevant to alternative models of service delivery, including educational delivery. First, there is a cry for relevance. It is now a common expectation that there be a congruence and continuity among one's life experiences, education and one's future life, hence, the emphasis on such subjects as black history and black culture, urban studies and human services. Higher education is in the throes of a transformation, in which new forms of experiential education teach these new subjects beyond the walls of higher education institutions. It is not uncommon for students to spend a considerable part of their educational experience in a service agency or some other field setting, participating, observing and experiencing in the presence of operatives. Perhaps the theme can be stated as follows: it is not where you learn but what you know at the appropriate time.

There is secondly, a re-emphasis on the theme of equality of opportunity. The citizen in urban society has begun to expect, regardless of the ethnic or occupational status, that his opportunities should match anyone else's. A few years ago, this was manifested by the demand of blacks that a college education should be open to anyone–screening in instead of screening out–including the disadvantaged. This theme has not been resolved, but it has resulted in many issues being brought to the surface:

A. The white counter reaction which was expressed in feelings of discrimination against whites;
B. The fear of the educators that the system might change (this is the old power, greed, and stupidity issue);
C. The importance of the educational system in moving up the socio-economic ladder;
D. The implicit patterns and assumptions in the educational model that favors the middle class (teacher attitudes, learning from books and lectures, value patterns and prejudices).

Throughout this debate, it became clear that all do not have the same opportunity and opportunities, including education and that means should be found to redress the imbalance.

A third theme is the movement to consumerism. People are increasingly coming to view service agencies, programs, and even private institutions as entities to be operated in the public interest. On a less lofty plane, consumers of products and clients of agencies want to have a say over the decisions that affect their lives. It has become an expectancy that the individual wants to influence his own destiny. Both of these phenomena lead to the notion that people want to have more of a say in the operation of institutions that affect their lives. On the campuses students have demanded a share in all forms of decision-making. In health agencies clients have asked to have some say in such matters as location of facilities, the type of programs and benefits to be offered and the personnel to be employed. As a response to these currents, agencies are moving to more client-oriented decisional systems. As a corollary to this theme, it is our assumption and observation that such participation increases the functioning of the consumer.

Thus, a related factor is the notion that people want to feel that they are part of the society or part of the action. In an agency or organizational system this translates to the feeling that people want to participate in programs, have a sense of producing the final product and want to feel that they are receiving a share of the benefits. In many service agencies, however, it is often only the highly educated professionals who share these feelings. The credential of higher education is necessary to enter into a position in which such feelings exist and it is difficult for others to "get in" and share this feeling.

A final theme of relevance to contemporary problems and educational delivery is the breakdown of traditional institutions, such as family and community, and the emergence of new institutions such as synanon-like communities, integrity groups, communes, encounter groups, and career series as re-linking institutions. It appears that the older forms are giving way to new ones, but the fact of the matter is that few people actually have any contact with newer forms of organization. In the face of the declining family and community, a person's meaningful social institution is either the large organization or a network of smaller groups and organizations. However, as yet, these later forms provide few of the psychic or social benefits that the older forms provided. Thus, we are suggesting that the remaining meaningful institutions pay some attention to providing some of the benefits lost. One of them can be meaningful education as a means of developing an appropriate social role, an identity, as well as a way back to the mainstream of society.

The point is that people spend much of their lives in organizations, yet they often do not feel they are part of the institution. They have absolutely no say over the destiny of the institution that their life is so bound up with and everyone does not have an equal opportunity to benefit from the fruits of the remaining institution that is meaningful to them. A related problem is undoubtedly the increasing practice of people to question the relevancy of so much around them.

One small but not insignificant means of meeting these problems is to turn large scale institutions into reformulated agencies of higher education, as a role parallel to their chief mission, combining institutional, community and university resources. The authors are suggesting that we widen the perspective: school does not equal education.

Many service agencies have training needs which are designed to serve the programmatic emphasis of the agency. The basic notion is that people come to the agency with a certain level of knowledge and skills but that programmatic need requires supplementation. This training is largely based on the same intellectual foundations that college education is—the acquisition, distillation, dissemination and application of knowledge. Why not call agency training education and credential it? The service agency can use the resources of its own organization to the fullest and then supplement it with outside resources.

The notion of in-service training for college credits is not completely new, nor is the idea of college courses in agencies as an instrument of continuing education. What is being proposed is a new form of educational service delivery which builds upon these earlier ideas.

This paper's focus on a single service agency in the mental health field should not deter the reader's sense of transferability. The model outlined below is transferrable to other organizational forms in other fields. Creative new forms of educational service delivery are necessary to meet the need of urban society, broaden opportunity, make education relevant and broaden societal participation. What follows is the metamorphosis of a service agency into a higher education function.

Historical Setting

The new educational and training model which is evolving at Elgin State Hospital is a direct response to the metamorphosis which the hospital went through in the 1960's, a change process similar to other state hospitals. Like so many of its counterparts, Elgin State Hospital moved away from the large residential facility, with a low staff-patient ratio and its Medical-Freudian-Disease-Cure-Specialist Orientation. At this point it is worth introducing some of the themes of change.

Philosophies, Missions, Goals and Ideologies

A. Elgin was overwhelmed by the enormous number of patients and the minimum staff. At our lowest point, patients predominated over staff at a six or seven-to-one ratio. It was obvious that this pattern had to be altered.

B. The key administrators and clinicians became convinced that it was all but impossible to bring about major alterations in the personality of an individual while he was institutionalized. In fact, it began to be assumed that after a certain period of time, perhaps between forty-five and ninety days in the institution, the negative impact of institutionalization outweighed any possible service that might be delivered. It is extremely difficult to treat in the vacuum of an institution.

C. ESH staff developed the theme that they would minimize the stay of their residents. The staff began to conceive of themselves as a "first aid" station; *i.e.*, they would do the minimum necessary to return their clients to their place in the community. This quick return policy was dubbed by the Department of Mental Health as the "Revolving Door Philosophy."

D. Working from this approach, the agency moved away from the Medical Model to the Human Services approach. The major task in serving their clients was not treating an illness but rather providing those human services necessary to return and survive in the community.
   1. Linking the individual to the economy;
   2. Facilitating adequate housing;
   3. Aiding the client in linking up with an appropriate social group;
   4. Facilitating educational development;
   5. Linking the individual to adequate and appropriate educational career.

E. Service themes became predominantly behavioral. The staff felt that therapy systems that became involved in changing the mysterious inner man were endless, without boundaries, and not able to be evaluated. The therapy goals were to change those behaviors that brought the individual into and maintained the individual in residential treatment. The therapeutic technology fell into the following categories:
   1. An appropriate twenty-four hour milieu;
   2. Problem solving sessions between the staff and the residents;
   3. Confrontations;
   4. Psychotropic medications;
   5. Behavior modification;
   6. Workshops and Rehabilitation;
   7. Home economics programs.

F. Probably the major change toward the clients was reflected in the staff's attitude. Caregivers moved away from the notion that the patients were helpless victims of earlier forces. They expected the residents to utilize their volitional systems in pulling themselves together. In essence the staff rejected the deterministic postulates and assumptions of the Medical-Freudian model. In essence it was a two-fold thrust. Caregivers expected and demanded more of the patients, but at the same time the *Mental Health Code* of the state increased their civil rights. It was clearly a situation of freedom with concomitant responsibility.

G. In general Elgin State Hospital increased its openness, operationalism, monitoring evaluation, and availability for public inspection.

There were some additional physical and organizational changes that occurred. The changes included a reduction in the patient population from 6800 to 1350, an increase in staff from 950 to 1570 and a partial remodeling of the hospital's physical plant. More importantly, the shift in focus to a more human service treatment mode suggested that new services and new organization for services were required. Also, significant changes occurred in attitudes toward the traditional mental health worker, the nature of his duties, the type of employee needed and the type of professionals needed. All of these changes in philosophy, treatment modalities, physical characteristics, organization and personnel made the agency training model outmoded. In describing the training model and its changes the authors will illuminate the attendant organizational and personnel changes.

The Task

The agencies' systems were changing at a rapid rate. The speed and massiveness of change would suggest a revolutionary shift. New professionals arriving from the university were imbued and recruited into the traditional mental health model. From the beginning they were resistive and opposed to the radical alterations occurring in the state hospital. It became clear that in calculating mental health caregivers that attitudes were as vital, or more vital, than information or technical skills. The overall task appeared to be to identify those competencies necessary to be effective in the agency, identify the type of experience that produces such competency and find a procedure for validating the achievement of this competency. In essence the remainder of the paper is directed to these three issues. We will begin with an historical perspective to training.

Traditional Training under the Medical-Freudian Model

The training model predominant at Elgin through the 1950's and early 1960's corresponded with Medical-Freudian assumptions prevalent at the time. All non-professional employees in the psychiatric aide categories were required to be trained in order to be promoted. It was a necessary but not sufficient condition for promotion. The training was delivered by a central in-service organization conducted by registered nurses. Requirements were organized around contact hours, primarily in areas of nursing competence and passing achievement tests in regard to these competencies. Typically the employee and the employee's supervisor resented the training experience. There was little or no contact between the training staff and the work areas, which resulted in training being irrelevant and subversive.

Professional training was assigned to departments with the department head having the responsibility for staff training. Typically the training was organized around the university discipline model with the staff person being trained as a specialist. The professional was typically educated in terms of some idealized professional person; *e.g.*, Freud, Rogers, Adler, Berne, *et. al.* This training occurred in classroom format away from any treatment area. The staff was trained for services more appropriate to Menninger, Chestnut Lodge and Riggs Foundation, rather than a state hospital.

An enormous incongruity developed between the training model and the service system. At the ward level the orientation was pragmatic and parsimonious. Staff was to deliver the minimum service necessary to be able to discharge a person from the hospital. Long term therapy became passe. The agency was moving from the Medical Model to the Human Service approach. It was assumed that patients had to be held responsible for their deviance and their destiny. Even as these changes were occurring at the ward level, the centralized trainers were sending out the same old messages:

A. Mental illness is a disease;
B. The patient is a victim of this terribly malignant disease;
C. These patients must be treated by long term intra-psychic therapy;
D. The patient is not able to influence his destiny.

It became clear that training had to be made congruent with the new agency programs. This decision, of course, led to new problems. There was no formal discipline suited to train either professional or non-professional employees. In addition, many of the requisites of human service delivery related to personal equation factors as well as possession of a body of knowledge. Also, the locus of learning was neither the classroom nor the laboratory but training had to occur at the point of treatment.

These considerations about training for Elgin raised a number of important educational issues:

A. Should training be centralized or decentralized?
B. Were current professionals entirely appropriate for this agency or for that matter for the State Department of Mental Health?
C. Do we need specialists or generalists?
D. What are the appropriate credentials for a professional employee?
E. What are the competencies necessary to work in an agency oriented around a human services approach to treatment?
F. How and where should these competencies be developed?
G. What are the appropriate methodologies for developing these competencies?
H. Who are the appropriate educators for developing these competencies?
I. How do educators validate the fact that the student has developed these competencies?
J. To what extent are these competencies developed in a school setting?
K. To what extent are these competencies developed as a result of living experiences?
L. To what extent are these competencies developed as a result of work experiences?
M. To what extent are these competencies a result of personal equation factors (intelligence, temperament, size, appearance, etc.)?

It is around these thirteen issues that Elgin reorganized its training and manpower planning.

An Agency's Training in Transition

It became clear to the hospital leadership group that Elgin's training program was obsolete. There were internal agency forces which wished to make training more general, closer to the actual service area and bring about an integration of knowledge and experience. The key issue became decentralization of training so that program needs would have primacy over the demands of any particular discipline, idealized role or displaced model.

The existing trainers isolated from the mainstream of the agency continued to teach concepts, skills and attitudes which were directly counter to the happenings on the ward. The new employee would go directly into the training experience prior to working in the ward program. The employee was taught how things might be done at the high-powered, extremely expensive and elitist institutions. Returning to the ward with idealized notions of cure, Dr. Arrowsmith fantasies and knowledge of free association techniques that were never used, the new employee became pained when asked to participate in the entire life space of the patient. As one psychologist put it, "I didn't go to college to help clean the ward."

Staff were thus trained in incongruent service models. On the service area they actually became an impediment to the service managers and had to be re-trained in an informal model. At a time when staff-patient ratios were low, there was never enough workers available on the wards; and there was a continual tug of war over staff members by the training areas and work areas. Trainees were able to play the trainers and service groups off against each other. Trainers overestimated the amount of education they could deliver and continuously increased the number of curriculum contact hours necessary for increased promotion. Thus, the situation occurred where an increasing amount of irrelevant training was highly dysfunctional to program needs.

In the meantime professional training in specialty departments (physicians, psychologists, social workers, nurses) created program conflicts. Employees in these services were trained in terms of an idealized professional concept rather than in terms of the service needs of the agency. Each specialty department trained only in terms of their discipline and never in terms of agency needs. Training increased distances between employees rather than bringing them together. Employees from the various disciplines rivaled each other for power. Their separate patterns of training tended to increase distance between the disciplines and made their service and delivery models increasingly dissonant. Meanwhile, heads of these discipline oriented departments felt that programs developing in the hospital threatened their prestige, power and job security. They used the training sessions to propagandize against the evolving service models. Professional staff were involved in a tug of war between their discipline oriented department heads and program chiefs.

The solution to these problems was decentralization of training and professional personnel to the program level. It began with non-professional personnel being trained at the service level area. Through the assistance of an NIMH Hospital Staff Development grant each of ESH's service units (Catchment Programs, Children's Service, Alcoholic Program, Geriatrics, etc.) was aided in developing its own in-service program. There was a small central Staff Development group who functioned as a resource and coordinating group for all of the central service areas. The trainees in each area had their line of authority to the service crew rather than the central training service (see chart). The Hospital maintained a curriculum prepared by an *ad hoc* committee from each of the service areas. This served as a broad guideline for the delivery of educational service.

The professional departmental training problem was then met head on. Departments were eliminated and all staff were assigned to programs. Department heads were assigned roles commensurate with their ability in the hospital programs. Just as programs had assumed responsibility for training psychiatric aides, they now assumed responsibility for training all disciplines. Education and training now became interdisciplinary, decentralized and congruent with the goals and objectives of the program.

The result of these significant changes were quite beneficial for the agency. The service areas were now responsible for training their people. They could no longer blame others for the malfunctioning of their staff. Trainers were not able to play one group against another. Education and services became more congruent. Trainers, now linked with the programs, were more sensitive to the continually changing service models of the sixties. The employees' responsibility and accountability became more clearly identified. As a result of these changes, teams began to work together in a more effective fashion and training brought things together rather than widening distances between training and program, various disciplines, professional and non-professional.

Agency Program Primacy and the Generalist Series

It became clear during this transitional period that more than changes in treatment modalities and training locations was at stake. These two changes began to affect further organization in the critical area of personnel. It is a well-accepted concept in organization science that one of the key decisions that organization leaders must make, if they wish to facilitate the mission and role of an organization, is personnel. The nature of the personnel selected can "make or break" an agency's program. Program changes required corresponding personnel changes; the requisites for successful caregiving had been drastically altered.

The following points illustrate the programmatic relationship between the change in treatment modalities and the change in requisites for personnel:

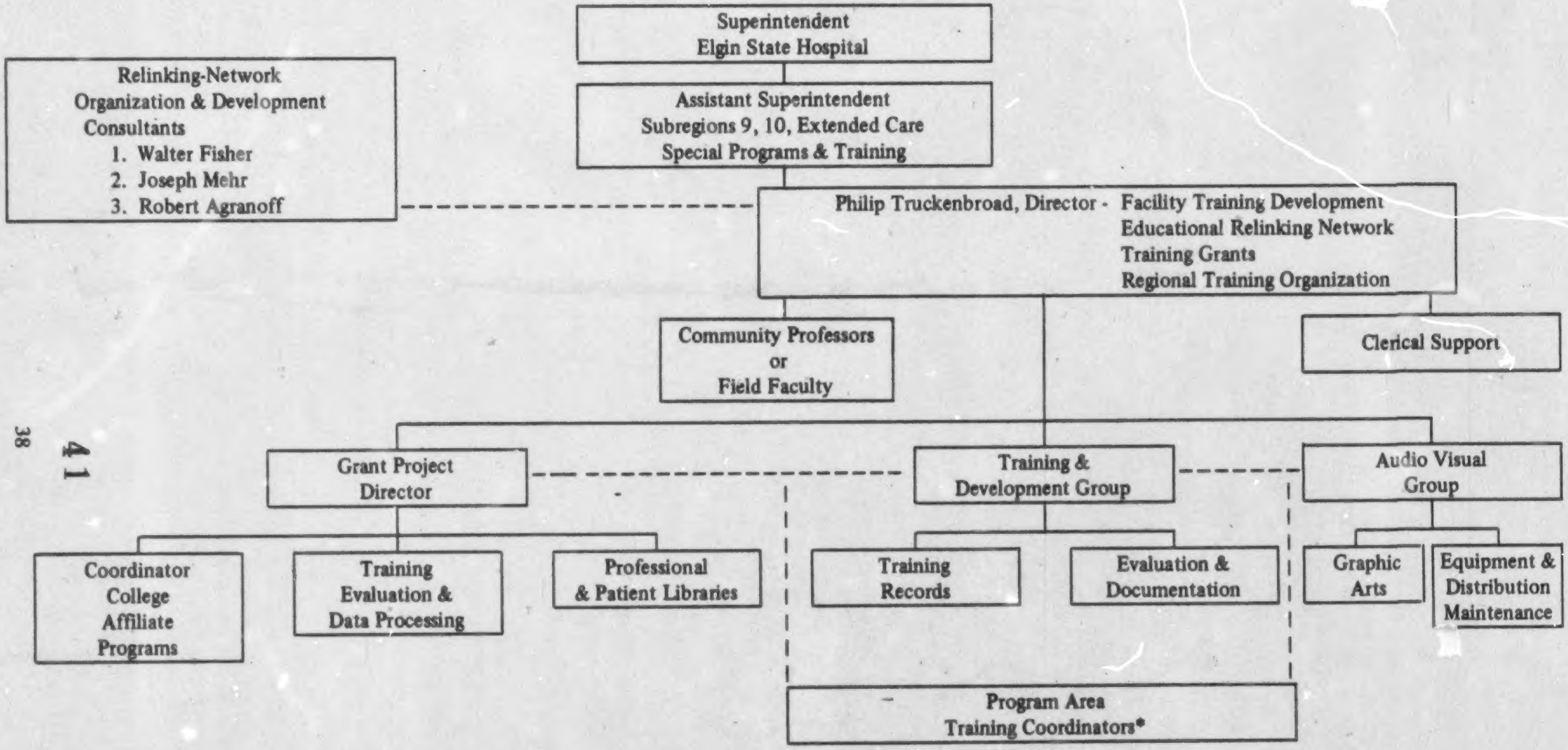
A. The staff in the agency were no longer searching for the causes of mental illness deep in the client's history. There seemed to be little reason for administering projective techniques, elaborate social histories or complex psychiatric interviews. They were attempting to provide "first aid" in the here and now so that utilization of complex mental health technologies appeared to be a waste of time.

B. It was felt that most clients entering the agency would respond to a general non-specific approach, and it was not necessary to spell out detailed specific prescriptive patterns for each client.

C. It was recognized that in a mental health agency such as Elgin State Hospital, with a low staff to patient ratio, they could not afford many specialists. In effect everyone must do everything plus his specialty. For years only the aides were generalists; everyone else in the system was a specialist who would only provide his service when called. It was a situation where most of the professional staff remained in their offices away from the service area, waiting for the phone to ring.

D. As staff began to become sensitized to the impact of the twenty-four hour milieu as a therapeutic factor, it became clear that all of the staff had to be responsible for the surroundings. It was necessary to eliminate the caste and class systems dominating the environment. The agency had a system whereby those employees, the aides, who were seen as "inferior" and were assigned all of the "dirty work" in the hospital, also were the employees who spent ninety-nine percent of the time with the residents on their ward. The so-called therapeutic staff, the professionals, interacted with the clients about one percent of the time, in offices. The true interaction in the agency was really on the ward in terms of everyday living experience. This is where the action was and this is where the professional staff had to begin to function.

ELGIN STATE HOSPITAL
HUMAN RESOURCE DEVELOPMENT
ORGANIZATIONAL CHART


Superintendent
Elgin State Hospital
Assistant Superintendent
Subregions 9, 10, Extended Care
Special Programs & Training
Relinking-Network
Organization & Development
Consultants
1. Walter Fisher
2. Joseph Mehr
3. Robert Agranoff
Philip Truckenbroad, Director - Facility Training Development
Educational Relinking Network
Training Grants
Regional Training Organization
Community Professors
or
Field Faculty
Clerical Support
Grant Project
Director
Training &
Development Group
Audio Visual
Group
Coordinator
College
Affiliate
Programs
Training
Evaluation &
Data Processing
Professional
& Patient Libraries
Training
Records
Evaluation &
Documentation
Graphic
Arts
Equipment &
Distribution
Maintenance
Program Area
Training Coordinators*

——— denotes administrative lines of authority
----- denotes consultative lines of communication

1. Director S.R. 9, 10, Ext. Care, Spec. Programs & Training
2. Asst. Director S.R. 9, 10, Ext. Care, Spec. Programs & Training
3. Consultant, N.I.U. Dept. Political Science

E. As the professional employees left their offices and their departments and became assigned to programs, several interesting happenings occurred.

1. Teams were formed at the ward level consisting of non-professionals and a variety of professions.
2. If every member of the team worked only at his specialty, then the aides still ended up doing all the work. It became the agency's assumption that most of the services provided the clients were milieu services. It seemed that the model was more reflecting a family rather than a hospital.
3. The traditional professionals fought role blurring and resisted the team processes.
4. The program administrators, now controlled by finite budgets, found that higher paid specialists did not deliver the services that their lower paid staff did. There seemed to be little correlation between education, salary and services.
5. The technologies taught at the universities had little value and were low priority items in the service setting.
6. The agency needed people who would do anything. To a great extent, this seemed to be a personal equation factor; *e.g.*, intelligence, temperament, size, appearance, etc.

Thus, it was program rather than discipline that was important. Rather than conformists to an idealized professional role or adherence to the role of a famous psychotherapist, programs oriented themselves to the needs of their consumers and relevant publics. Like so many other service agencies the institution tends to either take university trained staff from the outside, retrain them to conform to the program or to take non-university educated persons who fit the program needs and make them key implementors of the program.

This led to the notion that program could be served best by a new system of job classification that could serve program, yet be sufficiently flexible enough to change as program might change. These would serve an alternative to the disciplinary distinctions and professional-non-professional system with its attendant role expectations. The new system required that the service agency take a greater responsibility for simultaneously training for and creating program oriented service roles. This process is based on some tenets that many agencies involved in training share:

1. The agency must train people to do the job at hand and to carry out programs rather than utilize externally trained professionals to operationalize and occupy the agency's job roles. Knowledge and skills must fit into programs.
2. Program emphasis requires that the agency give its employees a holistic orientation. In the context of ESH the human service program means that staff must be aware of the whole individual, social networks and social systems.
3. Agencies must identify the important competencies necessary to implement programs.
4. Where gapes exist between formal training in school, college, university and program needs, the agency must fill these gaps.
5. Programs, products, clients, delivery systems, agency skill needs, social networks, social systems change. Training must be sufficiently flexible to accommodate these changes.

Given these five tenets and faced with the problems of specialization, traditional class and caste systems within the agency, and others like it, a Generalist Career Series was designed which was extremely flexible and allowed the individual to perform in a wide variety of tasks. In effect this career series as it was finally implemented had fifteen steps from Technician Trainee (bottom) to Administrator V (top). It was possible to move up the career ladder in two ways. One could move up without formal education by validating one's on-the-job competence. Theoretically, it allowed a high school graduate to be promoted to superintendent. The other ladder was organized around formal education. There were four educational entering points: high school, two years of college, four years of college, and six years of college.

The Generalist is more than the sum of various related specialties. Program service required that the staff member had to have something different than some psychology, psychiatry, social work and nursing. It was much more than a little of each. Unlike the past, when mental health specialists focused on interpersonal relations, verbal communications and highly differentiated therapies that related to the mind, Generalists are required to work with people in all facets of life. Consequently, Generalists should be willing to do anything necessary in aiding the mental health consumer. The Generalist must function as treater, advocate, expediter and, if necessary, housekeeper. The best analogue to the Generalist is the home, particularly the role of the parents: they have to participate in a wide variety of roles to facilitate development and growth processes of the children.

While not inclusive, the following points illustrate the important requisites for the Generalist in a service agency: 1) It is better to provide some treatment for everybody rather a lot of treatment for some and no treatment for others; 2) Staff members must do a little bit of everything (a bowling team) rather than be super specialists on certain intervention techniques (a baseball team); 3) With few exceptions, everybody does everthing. The workload is divided into equal units with a somewhat equal distribution of labor; 4) There is treatment available at all hours and every day rather than at specific times; 5) There is a minimization of class and caste differences between staff members and between staff and clients; 6) The important work requisite for a Generalist is based on his competence as a treater, facilitator or expeditor; 7) Competency can emerge, be measured and validated in one of four ways–school, work experience, life experience, personal equation factors.

Teams were reorganized with Generalists replacing specialists. Most of the time staff participated in similar activities. Pay and position levels were differentiated on the basis of competency and additional responsibility. Instead of employing highly trained university specialists who only wanted to do "their thing," ESH sought people who had the personal equation factors the agency sought and utilized the agency training model. With Generalist teams on almost all (wards) program units in the agency, ESH has been able to: close the gap between employee's fantasies about his position and the agencies program expectancies; training has become relevant for staff and programs; and the hospital class system has, in effect, been eliminated. Numerous non-college persons have been promoted into college level positions. The old aide positions are no longer dead end jobs. Also, education has become more relevant for both staff and program.

In the last ten years many similar agencies and mental health caregivers have seriously reconsidered what are the primary therapy systems. Many service agencies see treatment as more than the utilization of specific therapeutic modalities; *e.g.*, chemotherapy, individual psychotherapy, and group therapy. Treatment has become more related to the "other 23 hours", *e.g.*, the daily routines of life, relationship to a cash economy, occupational development. These latter concerns are part of the Generalist role.

Educational Implications of the Generalist System

At this juncture it is necessary to underscore some of the important educational implications which relate to the service agency's use of the Generalist career series and Generalist training and their relationship to more traditional university training. These factors stem directly from ESH's experience with its transformation in a large residential mental health facility. It appears, however, that other enterprises which utilize some university trained and some non-university trained personnel, and have training needs to serve programmatic emphasis, share similar concerns.

The first and perhaps most obvious implication is that human service programs and its corresponding Generalist series cut across formal university disciplinary lines. Moreover, it was not sufficient to have a little bit of training in each of the four ruling disciplines in mental health–psychology, psychiatry, nursing, social work. The formal training that was required could only be taught with the program itself as the equivalent to the central discipline. For example, linking the individual with the economy requires training in social systems, rehabilitation economics, service giving, and/or crisis interventions. Likewise crisis intervention requires family therapy, interagency networks and the mental health code. Thus, the program itself had to undertake the task of creating the proper body of knowledge.

One interesting related issue is that program administrators actually found that persons who came to the agency with previous training in the four disciplines were oftentimes the least suited to fit into programs. They were trained to fit an idealized role and possessed knowledge and skills that were less relevant to human service program needs. Hence, many of those who entered the Generalist series at the baccalaureate degree level were from other fields. In the 1970's it is not unusual to find middle level program leaders with undergraduate college majors in philosophy, math, history, political science, English, and geology.

A second important implication for training and education is that some of the training is what is commonly referred to as theoretical and some is known as practical but the Generalist concept required that it had to be integrated. The behavior modification training program, for example, goes beyond the important theories of learning that have paved the conceptual background for their application in mental hygiene. Training had to include actual ability to apply the method of successive approximations, the effect of delaying reinforcement, individual differences in ability, and certain key attitudes. At the program level, agencies often find that the theoretical background is a necessary but not sufficient condition of demonstrating how the technological application of theoretical concepts fit into programs. Something else is needed; it could be labelled the engineering aspect. This can often be integrated best at the program level within an agency. Universities, with some "practicum-like" exceptions, are not set up very well to integrate theoretical concepts and their engineering aspects. Agencies cannot afford the resources to train people exclusively in theory; but if the proper amount of theory is integrated with their engineering aspects and, of course, is relevant to the agency's programs, it is very useful. It appears that an increasing number of organizations are undertaking this sort of educational integration as various labor markets shift toward utilization of more personnel with less formal education to perform tasks that once were undertaken only by those with advanced degrees.

A third and very important educational implication is that ESH's human service programs, which require the ability to do such things as linking maladapted persons with the economy or to reintegrate a distressed child with the school system, requires as much of the personal equation factors as possession of a particular body of knowledge. Intelligence, temperament and appearance may be just as crucial in cutting through and dealing with various social agencies and prospective employers as is knowledge of social welfare theory when the task at hand is tying one in with the economy. The point is that finding and utilizing persons who maximize the personal equation factors may be the first step and then the individual can be supplemented with program oriented knowledge. Formal university training typically reverses this process. Often persons with the body of knowledge lack the personal equation to engineer that knowledge. The result is that the individual finds himself unsuited for an occupation and the agency has purchased university trained skills which cannot be filtered through program because the personal equation is missing. Many organizations face this problem. One solution can be to find the personal equation mixture first and then to begin the process of education.

A related but difficult to measure factor is what is commonly called skill. Practically everyone understands what skill means but it is difficult to quantify and evaluate. It is even difficult to prove that one person is more skillful than another, let alone a seriously rank skilled staff. Yet, when ESH moved to a human service approach, it became apparent that personal equation factors-plus-knowledge made some staff members more skillful than others in solving clients' human service problems. It required a certain skill to be able to understand and cut through various agency networks, legal systems, governmental structures, interpersonal networks, the individual's complex structure and even ESH itself. It became clear after a certain period of time that some employees who did not possess a formal university education had the skills to deal with "people problems." They were the most effective employees in carrying out programs. Their skills became a valuable resource in the system which began to supplant the commonly accepted resource in a mental health agency, having large numbers of highly educated persons. This process of finding highly skilled personnel without regard to the possession of a university degree can be a valuable resource to agencies if they are willing to recognize that (advanced) degrees are not necessarily a passport to working out the program.

For those persons in the system who could combine a motivation to help people and a personal motivation to succeed as a human service worker with other requisites, they had the most valuable commodity to be successful, competence. Thus, the Generalist system required competence as the primary requisite of success but that competence and the validation of it came through a combination of knowledge, personal equation factors, skill and motivation. More importantly the validation of these competencies cannot come from formal university education alone. Rather, competency can arise out of a combination of school or training, work experience, demonstration of ability or life experience. It is clear that many other organizations are faced with a dilemma which arises from these factors. Society highly values the credentialing of university degrees and possession of certain needed skills, yet the important organizational requisites for program primacy among personnel may relate to a program oriented body of knowledge, the agency's idiosyncratic personal equation factors, plus employee skill and motivation.

What we are trying to demonstrate, based on some generalizations from ESH's experience in training, is that service agencies, and, for that matter, many other large scale organizations, have a need for different kinds of training than the university setup is suited for. Program orientation, a holistic outlook on complex systems, personal equation factors and the evaluation and utilization of meaningful skills *all* point to the agency itself as the locus of training and education. The concept of inservice training is, of course, nothing new. We are contending that training that is central to an agency's operation which cannot be provided by the traditional university system can be the central equivalent to university training. The agency itself can serve both its own program needs and enhance its personnels' knowledge and occupational skills and ability by integrating college programs with their training.

Before outlining the framework of such an integrated program, it will be fruitful to further generalize, from ESH's metamorphic experience, the reasons why an agency is uniquely suited as a locus of some college level training. We are not necessarily arguing that colleges cannot provide training but that some agencies may be better suited to deal with the complexities of integrated programs, personnel equation factors, motivation and skill.

1) The experience with training human service workers to perform such tasks as behavior modification, agency referrals, identification of individual client needs, problems and resources, milieu therapy, task oriented groups, counseling and management of violence, indicates that some educational experiences are taught better if they are *demonstrated* in actual settings and are actually *experienced* by the trainee. Some university programs try to offer experience and demonstration through either student observation, or student participant observation, or internship experiences. Still other programs have tried to accomplish these tasks by adoption of various simulation or role playing techniques. What is so profane about adding the theoretical knowledge to people who are actually experiencing a situation, especially when "demonstration" amounts to long-term unfolding of work activity? Obviously, the agency possesses the "wherewithal" to offer experience and demonstration. It will later be illustrated that the agency is also a repository of the theoretical knowledge.

2) When dealing with many programmatic contingency situations that cut across formal disciplinary lines, knowledge must be distilled and disseminated at the closest point of contact with the employee's dealing with those contingencies. For example, a placement of a client returning to the community requires knowledge of such complex contingencies as the legal code, work with the client's family, tie in with the economy, transportation patterns, link up with after care at another mental health facility, link up with medical facilities, linking up with community social agencies and even establishing a social network for an individual. It is almost impossible to train people in a university setting for such activities. Courses in public law, marriage and the family, economic

relationships, urban transportation, community mental health, health care structure, social work and interpersonal relations as separate entities will not do the job. The "pie" must be cut differently, and it must be cut so as to extract that portion of the subject matter relevant to the program related task. In the ESH service agency it was found that training one to deal with such tasks as community placement could best be undertaken by instructing the employee while he was experiencing it. The knowledge necessary was molded to fit the task, and often it was a very different kind of public law, marriage and the family, and/or urban transportation. Nevertheless, the trainee is learning these subjects, only in a more relevant and functional manner. It is not too unlikely that many a program director in a large organization has looked at the curriculum transcripts of a college educated employee, observed what were expected to be relevant training courses, only to find the training to be largely irrelevant because the closest point of contact to the contingency situation was absent. In many situations the agency is the better educational avenue.

3) In many educational-training situations, it is imperative that the employee understand he is operating as part of a subsystem of a larger system. Important questions such as various systems, their boundaries, the relationship between subsystems and the operation of the entire system may be conveyed as well or better at the work site or experiential level. In a human service agency such as ESH, the staff member must be aware that clients are part of a complex urban-suburban-exurban system in which the mental health subsystem has ill defined boundaries between it and such other subsystems as: a) law enforcemnt–legal–corrections, b) educational, c) economic, d) welfare, e) community structures, f) political systems, g) others. Lecturing about systemic complexities and drawing neat diagrams about ill defined boundaries can only be a first step. The field experience is the only way to supplement the lecture, because those who understand systemic relationships best are those who experience it. Once again, many agencies and organizations in urban oriented society face similar complexities of system, subsystem and boundaries.

4) When the important requisites for successful program implementation includes competence based on personal equation factors, skill and motivation as well as possession of a body of knowledge, the field is the best locus of evaluation. Testing is typically higher education's answer to evaluation, but ordinarily the only goal is to evaluate a body of knowledge. While it is debatable whether testing can tap every dimension of knowledge, particularly the engineering or application factor, we will set that question aside. When an organization requires the integration of knowledge with personal equation, skill and motivation, it can only be meaningfully evaluated by long term observation, work experience with the employee coupled with a constant "field testing" of all four factors. This is not new, of course. Supervisors constantly evaluate their employees. What is being suggested is that if the agency requires a blend of program related knowledge, personal equation, skill and motivation then these four factors must become part of an "evaluation package." If this premise is accepted, then the field is not only the better training locus but the better testing site.

5) Another factor which points to the agency as a training locus, which is closely tied into the previous two, is the old fashioned notion that some competencies are just better grasped by doing them. Some university departments recognize this, and a good deal of their training is either practically oriented or in the field. These departments are generally the more vocationally oriented departments such as journalism, industrial arts, nursing, and medicine. But some things that society values and rewards, and universities do not teach, cannot be learned without actually doing them. Operating a newspaper, establishing a social agency, managing a political campaign or establishing a business enterprise come immediately to mind. Some experimentally oriented colleges are beginning to give college credit for such validated competencies. At ESH one can, for example, only learn to run a behavior modification program by actually operating one. The implication of these notions is that the agency can become the center for certain types of learning experiences. We are suggesting that if the agency can develop learning competencies and validate them, then certain portions of the universities' franchise on learning should be shifted to more capable units.

6) Some of the best learning tools, equipment and experiences are not part of the university system. It is obvious that universities with medical schools operate hospitals for the purposes of community service, research, and *instruction.* The University of Missouri School of Journalism operates a self-supporting city newspaper for the same purposes. Beyond these isolated cases, universities do not offer the best learning resources. Business schools rarely operate corporations, schools of public service do not operate bureaucracies and schools of social work do not operate social programs. There are many reasons why they do not. Without delving into them one can legitimately suggest that perhaps corporations, bureaucracies and social agencies might use their tools, equipment and sites as a legitimate alternate to university education. The issue is being raised that perhaps those who deal in educational services should transcend the medieval notion that colleges and universities contain the only repository of knowledge.

7) Some knowledge and learning that is important to the operation of other systems and is important to the individual's survival in systems is not part of the university system. For example, ESH offers 120 contact hours of "basic survival" training for new employees which includes administration of medication, first aid, agency form usage, operating in the bureaucracy, comprehension of the hospital system, and the mental health code. It is

designed to orient the employee to the complexity of the subsystem he is operating in and its relationship to other systems. While idiosyncratic, it is academic. More importantly, this survival training serves the important function of linking the individual with the complex organization he is now part of. This is no mean consideration given our earlier concern with the complexities of urban society and the corresponding themes of relevance, equality of opportunity, consumerism, a feeling of being part of the society, and the large organization as a last repository of social organization. Other agencies have similar training, and it has extreme relevance to the situation. We are not merely making a case for the legitimacy of such training. If this training performs some of the same integrative and general learning functions that regular college experiences do, why should it not be creditable as part of a college program? The mere absence of such equivalencies in a college catalogue is not a sufficient condition for excluding training from college credit. Does program training have an equal right to credentialing as academic discipline?

The Service Agency and Its Educational Resources

As ESH was reformulating its training to fit its program needs, the educational and training resources available were continuously assessed. A combination of unsuccessful experiences with university trained personnel and the developing practice of merging training with program led the training group to look first within, and then to surrounding educational resources.

The idea of utilizing staff to perform college level training at a service agency is not as unusual as some educational purists might believe. Mental health agencies, like so many other agencies, have their own "intelligentsia." Firstly, there are many highly trained people from the university system. The number of ESH staff members with the earned doctorate, advanced graduate training, master's degrees and bachelor's degrees is quite high. Indeed, the number, if not the ratio, in an agency employing 1570, compares quite favorably with community colleges and all four-year colleges. Secondly, a number of staff serve as part-time faculty members for area colleges and universities. Thirdly, there is a notable amount of scientific research, experimentation and publication or other creative activities being undertaken by staff members. One such example was a movie written and produced by some members of the audio-visual department, based on professionally published papers written by three of their staff members.

The key to entering the training staff, not surprisingly, was not merely classification as part of the agency's intelligentsia but ability to blend formal university training with program needs. Some trainers were not even that well trained in the formal schooling sense, but they possessed sufficient competency in a particular area to fit their expertise into the training needs of the agency. The important consideration for being part of the training network was now a blend of competency based knowledge and program.

As the process of identifying competency-based knowledge unfolded, it became clear that there were immense educational resources within the agency. Because of the Generalist series' broad recruitment patterns, there were competencies which went far beyond the four traditional mental health disciplines. Among the other specialties there were persons with teaching experience in English, social studies, philosophy, political science, mathematics, sociology, business administration, art, music, theatre, and engineering. These persons naturally added to the central resource base in the training network, those trained in the four basic disciplines but sensitive to program. These combined resources made it clear that a service agency could do more than train employees. It had the wherewithal to offer a broad range of programs.

In addition to these specialties, the inventory uncovered that there were extensive learning resources to be tapped by staff members who possessed competencies that did not fit either into program needs or formal university disciplines. Being whole individuals, staff persons had other interests and competencies, developed either through previous employment or outside interests. Exemplary among these competencies were film production, radio and television, photography, computers, writing, real estate, horticulture, dog training, carpentry, design and scuba diving. This added tremendously to the learning resource base available at the agency.

There were also learning resources to be tapped outside of the agency. Through the normal process of community involvement by staff, it was discovered that there were many learning resources that could be mobilized. First, there were persons who were discovered through work relations with the agency. One such person could teach mental health planning. He is presently a community mental health clinic director, but previously taught planning in a medical school and had served as an official of NIMH; another was a former college political science teacher and former mayor of Elgin, an outstanding mentor for someone interested in local politics. Secondly, not all prospective mentors were formally teachers. Some in the community possessed competency in areas as diverse as astronomy, real estate, law, banking, investments, cabinet-making and jewelry-making. These persons can be a valuable learning resource if students are interested and a mentor has the time and interest to instruct. Utilization of both of these types of outside resources enhances the learning resource of any agency or organization.

Through the process of experimentation, it has also been discovered that some subjects are best taught in a university class format. Though not all classes were typical college subjects, ESH had for some years had a tradition of offering continuing education classes in cooperation with the extension divisions of a number of area colleges and universities. These classes were for college credit, but never were part of a degree program. The ability to tap area colleges for courses was a third resource level to supplement agency training and community learning.

The Relationship of In-Service Training to University Education

After the Generalist Career series had been in effect for a number of years, some problems were encountered. A great deal of training time and effort was expended, but because it did not fit exactly into any college catalogue it went uncredited. Also, many of the community learning resources, while identified, went untapped. Some staff desired knowledge or edification, but they did not know how to link up with community mentors. Staff that did not possess degrees were uncertain about investing time and effort into learning that could not be connected with a degree program.

These problems were directly connected with a serious personnel problem. A number of staff persons who had moved up the career series without any additional university training lost their occupational mobility. We had a situation in which non-university educated staff held positions which in other states were filled by college graduates. If these persons left our institution and went elsewhere, their lack of formal credentials would result in drastic pay cuts and menial work patterns. Other agencies would not accept our credentialing process in regard to validating the competency of non-university professionals. Although we have many questions about the entire credentialing process, for pragmatic reasons we were hooked into the model for the time being.

The only overall solution was to develop a program with universities and community colleges to help the staff receive the appropriate credentials. The agency staff were aware of the community colleges' tradition of making their programs more service oriented. It came at a time when many colleges and universities were experimenting with new programs which expanded their walls, attempted to be more relevant, and tried to use the community as a learning resource. Ultimately ESH linked up with six schools: George Williams College, Governor's State University, North Central College, Elgin Community College, DuPage College and Northern Illinois University.

In the first phase ESH arranged for these schools to teach relevant courses at the agency–abnormal psychology, public administration, budgeting, gerontology, aging and the family, management and supervision. In the next phase ESH training people helped design courses with the various schools so that they might be substituted for portions of in-service training. After our new training program had been in operation for several years, some new problems became apparent:

A. Many of the courses being taught by the colleges were too traditional;
B. A number of schools serving Elgin State Hospital had high tuitions;
C. The non-college people just starting had to wait a minimum of four years to receive any dividends on their educational investment.

In response to these problems the training staff at Elgin State Hospital went to the local community college and, in collaboration with them and other service agencies, developed a two year Associate in Arts degree in the human services. This college is now giving the agency's core curriculum college credit. The college courses are designed as part of the agency's in-service program and some staff from service agency are teaching at the community college.

Since the schools began to take responsibility for some of our in-service training, it became possible to give work time for university training. Where entire new courses were relevant, we discussed them with the colleges and introduced them. One such course was a "Politics of Mental Health" course which dealt with the policy-making process in the mental health subsystem.

In the final phase it became increasingly clear that if all in-service training could be converted to university training, then trainers could bridge the lateral mobility credentialing problem, combine relevance with college training and feel that they were getting something out of the system. The training staff had designed an extensive *Core Competence Manual*, which documented the knowledge components, methods of teaching and evaluation, hours of training involved and competencies to be developed in each training phase of the agency. The hospital trainers began to convert the *Core Competence Manual* so that it would be congruent with university education. Thirty staff members have been placed on university community faculties. All training provided by these persons is convertible to college credits. Related colleges and universities have identified portions of our in-service training for which they will provide college credit. Finally, the hospital trainers are developing a program in which college credit will be provided for work and life experience.

Problems and Prospects in Agency Delivery of Higher Education

The educational/in-service training program at the present time is in a transitional stage between its own in-service program related needs and features of an agency's cooperation with a college without walls program. It appears that neither is a solution to the problems being stated throughout the paper. We think the best solution is a total university without walls program centered in the service agency. Yet, certain program development problems exist before an agency can undertake a full college program. This section will illustrate some of the more important obstacles and the steps being taken to meet them.

Although we have come a long way in identifying the competencies necessary to perform certain tasks, other non-job related competencies need to be established and the validation of all competencies must be developed. Elgin

State Hospital and cooperating schools received a grant from the Illinois Board of Higher Education to solve these problems. This project will enable these agencies to:

1. Identify the competencies the agencies wish their students to acquire;
2. Develop modules that will aid in teaching the competencies;
3. Develop a module bank through which instructors can share their modules with others;
4. Identify and authenticate methodologies for teaching the various competencies;
5. Identify and authenticate new validation systems for substantiating that the appropriate competencies have been acquired;
6. Identify and authenticate life experiences and work experiences that help develop the appropriate competencies;
7. Develop new procedures for aiding persons to proficiency out of required schooling experiences.

A second problem area relates to some remaining problems of decentralizing training, disciplinary ideologies, and merging training and work. While the task of merging program and training has been largely completed in terms of its formal organization, its working organization needs further elaboration. Elgin is submitting a NIMH Hospital Staff Development Grant. It has several primary features:

1. Aid the hospital in developing its generalist teams;
2. Provide a new educational format;
3. Make the educational experience congruent with the service requirement;
4. Allow staff to be trained without leaving the service area;
5. Educate a work team together so they are on the same "wave length";
6. Provide university credit for relevant educational experience.

A third problem area is related to the expenses involved in pursuing a college education. Even with work-release time the cost of tuition (ESH normally pays participating colleges $15-45 per credit hour, including crediting of in-service training), books, and other educational materials is prohibitive for many lower paid employees. This group is exactly the group we want to enter the system, so they can move up the occupational and educational ladder. Some funds are available through the State of Illinois Employment-Education fund, but not nearly enough. There are two other grants to supplant student costs: 1) a U.S. Department of Labor Grant on the Educational-Relinking-Network for the Disadvantaged Employee, which is now in effect, and 2) a NIMH New Careers Grant which would support any employee in the college program. Both of these grants have been awarded to ESH.

A fourth concern is that our "inside", or agency inventory of training resources, is ahead of our "outside" or participating college and community training resources. It is clear that these resources exist, but we have not systematically identified them. This gap is being narrowed slowly by examining the availabilities and capabilities of participating colleges and universities. We hope to work toward a regional "common market" in which colleges can offer courses, training and consultation in return for program experience in the human services at Elgin. The community resource problem cannot be met until we find a means to pay mentors and credit trainees. When these problems are met we plan to identify resources in the community through a community survey and by advertising and public relations.

A final problem exists because of different points of exit and entry into the educational system. Some trainees have no previous college training and a single year equivalent on the Associate level is as far as they care to go. Others may enter with some, previous college education which they may wish to complete under the service agency format. Still others may enter the agency at the baccalaureate level and wish to pursue graduate training while employed. In order to meet these differing schedules we are in the process of developing with participating colleges a series of credentialing programs which includes: one-year certificates of study, Associate of Arts Degrees, Bachelor's Degrees and Master's Degrees.

The Model for a Service Agency University Without Walls

Everything presented up to the present is part of the preparation for the major theme and proposal of this paper, *The Service Agency and the University Without Walls.* This proposal is not meant to be an attack on traditional universities. The authors have many reservations about traditional education, but we do not mean to imply that it does not have a necessary function in our society. This proposal is more concerned with increasing alternatives, providing new perspectives and developing a new educational network for the educational common market.

This proposal begins with a series of assumptions that, at this point in history, would be reasonably accepted by most educators.

1. Education does not necessarily equal schooling. It appears that educational competencies are acquired from a variety of experiences: work, school, psychotherapy, marriage, child rearing, adversity.
2. Schools probably have not done a comprehensive job of identifying the appropriate competencies for various occupations.

3. Educational systems do not have sufficient methods of validating the development of competencies.
4. It is quite likely that persons develop competencies in many different models. Although many persons learn best in the school setting, it is possible others learn quite as well in an apprentice-like relationship on the job.
5. It is felt that schools have not been sufficiently responsive to its various consumers and that its products, the graduates, are frequently unprepared to assume positions for which they are being prepared.
6. It is questionable that there will ever be sufficient funds to build the necessary schools to meet the needs for higher education. It is clear that governmental budgets are finite and that educators will have to improvise new systems of education. The current budgetary limitations result in many persons being blocked from receiving higher education.
7. Traditional education has too frequently been involved in credentialing processes which function the same as professional unions. Many persons who do well in school perform poorly on the job and are employed on the basis of credentials rather than on the basis of competency. There are other persons who can do the job well but are not credentialed and are thus excluded from the mainstream. Much of the happenings described in section two resulted from these mismatches between schooling and job performance.
8. The authors feel that it is a mistake particularly in the human service occupations to have students leave the mainstream of society, stay in the never-never land of the university for eight years, and then return to the human service occupations as an expert. In these situations the student loses touch with his primary consumers. The caregiver becomes institutionalized in the university model, developing esoteric language and concept models.
9. This approach is an attempt to bring together the personal equation factors, schooling, work experience, competence. The authors are recommending the following four year University Without Walls project as a pilot program for Elgin State Hospital. It is a model that can be transferred to other agencies.
    a. We are proposing that the agency become a *licensed* and *accredited* four year college.
    b. We will present below our general approach to education in terms of a four track model. The actual detailed curriculum is in the process of being developed.
        1.) Track I (approximiately one year)
        This is a general education core. The education will not be spelled out in terms of specific departmental courses but rather in terms of major functions; *e.g.*, instead of teaching a course in English I we would focus on communication. Other modules would include measurement, business, reading.
            a.) Methodology
            It would begin with a consultant whose task it would be to establish competencies to be taught. This consultant would go into the community and meet with the various employers who might hire our graduates and sort out the competencies these employees might need and require. After identifying the appropriate competencies we would, in effect, establish an encyclopedia of these competencies. We would have charts such as Table 1.

TABLE 1

Competencies	Method for Teaching	Validation Technology
Linking disabled elderly patients to nursing homes and sheltered care facilities.	Discussion of the why and how. Familiarization experiences with resources, agencies and the personnel. Step by step laboratory processing of an actual case from the start to finish.	On the job supervision and evaluation of the competency of the individual in several cases.

            b.) Listed below are potential areas of general education themes relevant to these areas.
                (1.) Communication: audio-visual technology, progress notes on clients, art, music, letter writing, speech, pantomime, acting, script writing, foreign language, street talk, free association, expression of emotions, poetry, reading.
                (2.) Measurement: preparation of graphs, metric system, measurement of emotions,

computers, psychophysics, statistics, algebra, meaning of time, reliability, validity, deduction, induction, models, preparing medication, computing of interest, budgeting, accounting, management by objectives, preparation of charts.

(3.) Functioning of various societal systems: banking, legislature, public aid, courts, stock markets, families, armed forces, executive branch of government, constitution, various businesses, transportation, labor unions, corrections, mental health, hospitals.

(4.) Life sciences: analysis of life systems, ecological studies, reproduction, life cycles, comparative studies, first aid, administration of injections, metabolism, iatrogenic studies, influence of tranquilizers, impact of addictive drugs.

c.) A few possible situations to acquire this information

(1.) School (participating colleges)
(2.) Banks
(3.) Hospitals
(4.) Drug stores
(5.) Tutorial relationship with experts
(6.) Volunteer activities in a variety of agencies
(7.) Sensitizing and analysis of life experiences
(8.) Psychotherapy
(9.) Orientation visits to a variety of sites
(10.) Self study through established bibliographies
(11.) Peer study groups
(12.) Travel
(13.) A variety of work experiences
(14.) Interviewing of relevant people
(15.) Participation in group process situations
(16.) Utilization of all community resources
(17.) Newspapers
(18.) Living in a variety of different geographical sites
(19.) Becoming sensitive to situations which maximize your style of learning
(20.) Exploring areas of life which you typically avoid
(21.) Facing up to your own fears, inhibitions and phobias
(22.) Writing a novel, play, autobiography, poetry
(23.) Participation in role playing and simulation experiences
(24.) Maximization of the different ways one can study life processes
(25.) Exploration of how others maximize their learning

2.) Track II (approximately one year)

This is direct work knowledge and skills related to the student's specific interest. The authors will use as an example a person wishing to be employed in the agency as a Generalist on the ward. It is a basic assumption of the model, particularly in reference to the human service field, that the basic skills of the job can best be acquired in the work experience.

a.) The student would literally spend one year employed on a ward in a mental hospital. In this work task he would acquire the appropriate information and skills for the position.

(1.) Behavior modification and token economies
(2.) Writing of progress notes
(3.) Interviewing and problem solving tasks
(4.) First aid
(5.) Appropriate paper work
(6.) Administration of oral and injectible medication
(7.) Development of treatment plans
(8.) Various facets of milieu therapy
(9.) An understanding of group process
(10.) The implications of institutionalization
(11.) A variety of therapeutic technologies

b.) The student would pay tuition for this experience and be evaluated on knowledge, concepts and skills acquired.

c.) Although his learning would have highest priority, he would learn that one does learn through providing service.

d.) There would be considerable emphasis on relating his general education to his work experience.

e.) Obviously, through this work experience, the student would have meaningful feedback on whether this was a proper occupational choice.

f.) Methodology
Just as we developed an encyclopedia of competence for Track I we would be in a constant process of developing such a pattern of competencies for Track II. Educational systems must remain sensitive to the needs of the service agencies. The *agency currently* has a situation in which most human service workers are being prepared by the universities in technologies and delivery systems which are no longer in use. It becomes crucial to continuously update the competency models.

3.) Track III (approximately one year)
The focus of this year is in the general area of the student's interest but not specific to his actual work experience. The student would spend one year working in the general area of mental health; *e.g.*, organizations that link to the state hospital, community mental health programs, in the administrative end of mental health (planning, budgeting, management systems, etc.), and analysis and evaluation of mental health systems.

a.) Listed below are the kinds of competencies to be developed during the year.
(1.) An increased awareness of mental health resources
(2.) The relationship of budgets to services delivered
(3.) An understanding of the need to measure effectiveness
(4.) An understanding of organizational structure and its relationship to the delivery of service
(5.) An understanding of demographic data
(6.) An understanding of the importance of measurement
(7.) The introduction of management cost systems and management by objectives
(8.) An introduction to systems analysis and mental health
(9.) An understanding of the relationship of overall philosophies, ideologies and strategies to mental health services
(10.) An understanding of the political network of mental health policy-making

b.) The student would pay tuition for this experience and be evaluated on knowledge, concepts and skills acquired.

c.) Methodology
There would again be developed an encyclopedia of competencies relevant to this third track. It is important within this approach to be as operational and public as possible in identifying competencies and methods of validation.

4.) Track IV (approximately one year)
This segment would offer students the opportunity for education in areas of life about which they want to learn, which may not be in line with their main thrust.

a.) We will list examples below
(1.) The administration's economic policies
(2.) Astronomy
(3.) How a satellite is shot into space
(4.) A foreign language
(5.) Humanities
(6.) Philosophy

b.) Possible situations to acquire this information
(1.) Schools (participating colleges)
(2.) Someone in the community who has a special expertise (mentor)
(3.) On site visits and volunteer work

c.) The student would prepare a specific *contract* for this track which would indicate competencies being sought, method of learning and suggested validation system. This contract would have to be agreed to by his advisory committee.

The authors have described in brief our four track curriculum. We will now list the administrative patterns of this university.

1. In general students would be screened *in* rather than screened out.
2. Each new student would be provided with a counselor who would function as expediter, facilitator,

counselor, and monitor.

3. The new student would meet with his adviser and an advisory committee made up of students and faculty. This group would work with the student in developing an educational plan.
4. The educational plan would eventually be formalized in a social contract drawn-up by the student in consultation with his adviser.
5. It would be possible to rewrite the contract with the permission of his advisory committee.
6. Students serving on the advisory committee would receive credits for this work.
7. There would be no failing of students. The student would have to demonstrate his competence through an operationally defined validation system. A student would be able to attempt to validate as frequently as possible.
8. Students having difficulty proving their competence would be given special preparation and guidance.
9. It is important within this model to allow students to "proficiency out" through acceptable validation systems. Although it would be theoretically possible to proficiency out the entire four years, practically it would probably be impossible. The student would not only have to prove he has the knowlege but also skills, attitudes and the personal development to provide the service.
10. The school would use all available resources and would function as part of a complex network.
11. The student would pay fees and tuition to this University Without Walls and the school would purchase service from others as necessary.

Conclusions

Despite the fact that Elgin's transformation to a satellite four year college is in a transitional stage, some important themes are worth considering for those who are concerned with educational delivery. The educational model presented here offers impressive advantages for those organizations which are concerned with the products of traditional university disciplines, blending training with programs and wish to increase employee opportunity. The four track system is transferrable to other agencies if key leaders are willing to take the complex steps and make the commitments necessary to implement such a program.

The results, even in this transitional stage, have been beneficial. The agency has had some input into the university educational model. It is important that the service agencies influence the university and vice versa. The program has helped the ESH staff develop educational and occupational mobility. If they stay at the agency, it is volitional and not a result of being trapped. The employee's perspectives have been widened. They have a better understanding of the subsystem they operate in and the larger system they live in. The instructional input goes beyond the limits of the hospital educators. Outside educators, community agents, mentors and the trainees themselves are part of the teaching system. Trainers as students feel they are a part of the system. This has helped to reduce the social distance between staff members. It has also, incidentally, helped reduce friction between management and the union.

Although this proposal is organized around the human service professions it is not meant to be limited to these professions. It is being suggested that the agencies who employ university graduates should be included in the university common market. These agencies are natural educational institutions. It is our recommendation that, instead of building an endless number of new university buildings in an isolated setting, the service agencies be included in the educational network. Most service agencies develop in-service training models to prepare their employees to provide the appropriate services. This is absolutely essential because new employees entering from the university setting are unprepared to meet the requirements and needs of the agency or the consumer. If the service agency is part of a larger network of agencies, then the in-service training programs plug into an interagency network which monitors and evaluates the effectiveness of the agency. Therefore, we are suggesting that a service agency which is part of an in-service network should serve as an alternative plug into a university network. For example, our state hospital for purposes of training is part of a regional and state wide training network. Ideally this network should become part of a university common market.

The events depicted here and the alternative model for educational delivery cannot solve, of course, all the higher educational problems of modern society. But the fact of the matter is that there are many who cannot, because of limitations placed by work obligations, financial limitations, economic limitations or by the limitation of unsuitability for traditional schooling, obtain the important credentialing of college training. If they face these limitations, but are still motivated to learn, every opportunity possible should be made available to them. Service agencies and other organizations can help meet those needs by combining public service with their training. In so doing they can expand opportunity, become more relevant, allow employee input into their system and make employees feel that they are part of a system that they are getting something meaningful out of. From one-third to one-half of most people's lives in urban society are bound up on large organizations, yet many feel that they get little out of their participation. In a society that places such a high value on education, perhaps more employees can get a little education out of it.

COMPETENCY TRAINING FOR CHANGE
TWO APPROACHES

by

Vernon R. James and Edmond Allen Lester

The purpose of this paper is to describe two approaches to competency training and change. As the title of the paper indicates, both approaches are change-oriented and, therefore, are extremely relevant to the broader issue of competency training since the development of such an approach to manpower development will require modifications and/or new operational procedures in training institutions as well as the service systems for which the manpower will be trained for employment. The first is a programmatic approach called New Careers. The New Careers concept concerns itself with a multiplicity of issues involved in the development of and the training for paraprofessional roles in mental health and other human service delivery systems.

The second approach, Competency-Based Education and Training Model, is an action-oriented training approach which merges problem study with training. Its primary thrust is to involve students in the study of agency problems which inhibit effective service delivery and to develop plausible programs and/or policy changes to deal with the problems. These activities are used as the basis for introducing formal knowledge and awarding credits.

New Careers Revisited

The New Careers concept was first introduced in 1965 by Arthur Pearl and Frank Riessman. In their book, *New Careers for the Poor: The Nonprofessional in Human Service,*[1] they outlined a way to solve our nation's poverty problem by reorganizing and revitalizing the structures of our human service agencies: health, education, and welfare. Pearl and Riessman expected that new forms of employment would result from service and job reorganization which would offer an "alternative to relegating large numbers of citizens to a spectator class – a permanent, stable non-working class, whose children and grandchildren will be unable to perform meaningful functions in our society." Implicit in their strategy was the need not only to reorganize the employment structure and service functions of the agencies, but also to induce overdue changes in the educational institutions which offer training and accreditation and thereby control entry into and mobility within the employment market.

The introduction of the New Careers concept and the demonstration programs contributing to its formulation culminated in numerous pieces of legislation. The most noteworthy in terms of support was authorized by Congress in 1966 through amendments to the Economic Opportunity Act of 1964. The amendment frequently referred to as the Scheuer Amendment, after its congressional sponsor, authorized agreements with state, local agency, or private nonprofit organizations to pay all or part of the cost of work-training, employment, and career development programs for unemployed and low-income persons. The programs were to be designed to improve the physical, social, economic, or cultural conditions of the community through employment in fields including, but not limited to, health, education, welfare, neighborhood development, and public safety.

The amendments authorized the support of programs that would (1) assist in developing entry-level employment opportunities in the human services; (2) provide maximum prospects for advancement and continued employment without Federal assistance; and, (3) be combined as necessary with education, training, counseling, transportation assistance, and such other supportive services as might have been needed to assure entry into full-time permanent employment and careers.

The support program was designed to demonstrate the effectiveness of a combined effort at training, employment, related education, and career development for the unemployed and underemployed as sub- or paraprofessionals in the human services. In addition to basic employment, career development, and antipoverty goals, the program was seen as an important contribution to meeting the projected widespread shortage of skilled manpower in the human service area (*e.g.*, health, education, and public safety), and to the needed improvement and expansion of such services—particularly in poverty areas. The major premises from which the New Careers concept and the subsequent legislative amendments were based included the following:

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[1] **Pearl, A., and Riessman, F.** ***New Careers for the Poor: The Nonprofessional in Human Service*, 1965.**

- "A major potential for new jobs and career development exists in the human services, as these fields expand to meet the growing needs for services.
- A significant opportunity for job development exists in these services in that positions can be created or redefined to comprise functions requiring relatively little academic background or training.
- Socially and educationally disadvantaged persons can be successfully trained to fill these jobs at a high level of competence.
- Jobs requiring varying levels of competence can be developed as steps in career ladders to support and encourage upward mobility.
- Educational and training resources, including certification, can be developed to support this upward mobility.
- The effective utilization of paraprofessional personnel will result in improved and increased services at relatively less public cost.
- The paraprofessional program will greatly increase the involvement of local residents in providing services and assuming meaningful leadership for self-help in their own communities.
- It will result in the development of more effective systems of education, training, and career development to meet the expanding manpower needs in the human services field.
- It is an effective method for training, educating, motivating, employing, and rehabilitating segments of the population with whom other programs have had limited success."[2]

Although the majority of the legislation dealing with the training and employment of paraprofessionals contained the reform language of the concept, the initial vision of New Careers as a *major change strategy* did not materialize.[3,4] Programs operating under the guise of New Careers were relegated primarily to the employment of the poor in dead-end, makeshift, entry level jobs, and paid little attention to the reforms implicit in the concept. Arthur Pearl, perplexed about what New Careers had become, or, more appropriately, had not become, had this to say in 1969: "I have a lot of concerns about this phony program called New Careers. It had nothing to do with what I had in mind when I wrote a book, which really talked about changing the nature and quality of life. It had nothing to do with conning some poor people into doing some lousy job."[5]

Even though the programs of the 1960's fell short from realizing the far-reaching reforms of the New Careers concept, they opened the door for wide experimentation with the training, utilization, and employment of paraprofessionals as "auxiliary personnel" in the human services.[6,7] In fact, these experiments, supported by various Federal agencies, but, more particularly, the work supported by the Experimental and Special Training Branch, Division of Manpower and Training Programs, National Institute of Mental Health, led directly to the establishment of the New Careers Training Branch.

NIMH New Careers Program

The National Institute of Mental Health, Division of Manpower and Training Programs, New Careers Training Branch, established in 1971, is an out-growth of, and incorporates many principles of, the New Careers concept as set forth by Pearl and Riessman. *The program does not, however, view New Careers programs primarily as a tool in a massive program to combat unemployment and underemployment.* The employment of previously unemployed and underemployed persons is clearly a distinct benefit of the New Careers approach. *However, a more significant and far-reaching goal of New Careers is the improvement of the quality and quantity of mental health and related human services to the populations of our nation.*

The specific purposes of the program are: (1) to initiate, facilitate, and expand the training of new types of mental health personnel; and, (2) to enlarge the mental health manpower pool by introducing new levels of manpower. Implicit in the program purposes is to support the training of individuals to do new mental health jobs

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[2] Pointer, A. Y., and Fishman, J. R. *New Careers: Entry Level Training for the Human Service Aide.*

[3] Ballard, K. B., Alley, S. R. Pilot evaluation of selected new careers projects. Unpublished manuscript, AVCO Economic Systems Corporation, Washington, D.C., 1968.

[4] Grant J., and Grand, J. D. *Evaluation of New Careers Programs.* Social Action Research Center, Berkeley, California.

[5] Pearl, A. Quoted in, New Careerists probe their paraprofessions. *Reports on Higher Education.* Western Interstate Commission for Higher Education, 1969.

[6] Sobey, F. "Nonprofessional personnel in mental health programs." A Summary Report Based on a Study of Projects Supported by the National Institute of Mental Health (Contract No. PH-43-66-967), 1969.

[7] Durlak, J. A. *The Use of Nonprofessionals as Therapeutic Agents: Research, Issues, and Implications, 1971.*

(*e.g.,* outreach, expediting, consumer advocacy, follow-up, resource development, etc.), as well as to train individuals to do jobs or parts of jobs previously carried out by more highly trained professionals.

The thrust of the program is change oriented and highly ambitious in that it seeks a new and additional route to manpower development. It suggests that neglected population groups (usually, though not exclusively) can be trained to provide new and needed services while at the same time they are provided the opportunity to advance academically and professionally. Instead of the more classic approach of school then job, the program stresses the employment of paraprofessionals at entry and/or subsequent positions, and, through the combined training and work experience (on-the-job as well as interdisciplinary class and in-service instruction), the trainees can be given the opportunity to advance through a series of jobs with increased responsibility and pay. This approach to paraprofessional manpower development for mental health service occupations is unique. Competency based on those training program objectives, content, and methodological requirements are based on the job functions and thus are relevant to the consumer. Although the term competency training has not been used to describe the New Careers Program, it nevertheless is a central thrust of the operational philosophy.

To operationalize such a paraprofessional manpower system requires the development of several programmatic thrusts that interrelate and complement each other. Experience to date suggests that the programmatic thrusts described below are our best leads towards the realization of effective New Careers programs.

1. Creation of entry-level positions that are both meaningful to the trainee and helpful to the employing agency in meeting the service needs of its clients. The qualifications of entry into these positions should be based on ability or potential ability to perform rather than on academic attainment per se.
2. Availability of skill training immediately upon entry into jobs, with such training to be integrally connected and relevant to the tasks of the entry-level positions.
3. Assurance that the entry-level positions have an adequate non-poverty income, and that annual in-grade salary increments are included.
4. Existence of an operational *complete career ladder between the entry-level positions and higher positions within the job hierarchy, equal to and/or including professional levels.* Each position in this career series should include increased task responsibility and remuneration. Each position should also contain time in-grade increments. When developing such a career ladder series, consideration should be given to the new roles of existing personnel in relation to the new positions. "Business as usual" for existing employees, both professional and paraprofessional, is a good indicator of a superficial career series.
5. Availability of relevant training and education for advancement to higher positions in the career series, including:
   a. Remedial or, if mandated, equivalency education for those without high school diplomas;
   b. Released time with pay, for requisite formal education;
   c. On-the-job training in job-related skills which can be accredited;
   d. Modified curricula and teaching techniques that can be accredited and transferred toward a degree in higher education. In developing modifications, the relevance of the curriculum to the job and the use of off-campus learning settings should be considered.
6. Supervisory training for the employess working directly and/or indirectly with the new employee.
7. Institutionalization of agency responsibility for career training through the development of a specialized training resource, either within the employing agency or through a joint arrangement with a training institution.
8. Assurance of long-term job-career security by formal incorporation of all positions in the career ladder series into the regular agency structure and budget projections.
9. The final element of the system is local and national participation in the standardization of jobs, curriculum, and accreditation, so that horizontal mobility is possible between comparable career levels within the employing agency and in different mental health and related service agencies.

If examined closely, there should be no doubt that the manpower development system for paraprofessional personnel described above has far-reaching implications beyond the employment of the unskilled, uneducated, and unemployed in less than professional positions. It calls for many of the reforms implicit in the new careers concept as outlined by Pearl and Riessman. It is their contention, and a central requirement for a successful New Careers Program, that a re-examination be made of (1) the nature and manner in which we provide mental health services; (2) the existing manner in which we utilize both our professional and paraprofessional mental health manpower; and (3) the present methods we use to educate and train our professional and paraprofessional manpower for service roles.

Although there is increasing data that suggests all of the above needs to be re-examined and satisfied as needed, it would be naive to think of New Careers as the mechanism to bring this about. The many problems facing the human services field and our academic institutions are too numerous and complex to even be identified, much less to articulate a plan for solving them. New Careers does, however, offer a task oriented forum that, if embraced and systematically implemented, can contribute to better manpower utilization, better services, and more effective and relevant education and training. The implementation of New Careers, however, will require new manpower with new competencies that can influence and bring about the necessary changes in our bureaucracies. The model that follows is a plausible approach to the development of such manpower for both New Careers and constructive change.

Competency Based Education and Training Model

This approach addresses itself to the need to develop an action oriented training and education model that produces graduates qualified to contribute to, and participate in, establishing and planning programs to meet highly complex administrative and technical demands which give rise in efforts to change large organizations. This model therefore addresses the need for bureaucracies and agencies as well as degree-granting educational institutions to work in concert in order to develop alternate routes. Such new avenues should see agencies organize their policies to impact upon social conditions effecting the well-being of clients. Efforts systematically undertaken by students, staff and faculty to rearrange policies, procedures, and service delivery systems of social institutions in order to promote greater mental health* opportunities for clients must be made content for educational study. The systematic study of the effectiveness of new policies and procedures initiated, and mastery of relevant theoretical concepts introduced around such studies through seminars and workshops must be an accreditable facet of the model. In this way, given proper controls, new provisions are made which can provide both professionals and paraprofessionals greater accessibility to alternate means of credentialing.

Most accrediting institutions, in addition to not believing in awarding degrees for non-traditional methods, simply do not know appropriate criteria for credentialing. A tremendous vacuum exists in regard to the understanding of methods for accreditation of life and work experiences. It is also true in regard to giving credit for on-the-job task performance which is related to academic content being studied. The problem is further exaggerated by the disparity of organizations which have begun to address themselves to alternate systems of bestowing bona fide credentials. Unfortunately, identifying impediments to, and facilitating the thrust of this process are not national priorities. All too often, attempts to change service delivery systems and to educate mental health and other agency personnel to influence change is done in isolation. What is proposed in this education model is the merger of the two. That is, to depart from tradition and to combine the changing of social institutions with the acquisition of appropriate skills and knowledge. Such a model calls for the restructuring of teaching roles, new kinds of teachers, and relocation of the learning arena. It also necessitates certain administrative changes in agency procedures. For example, social institutions would have to be amenable to allowing students, under appropriate supervision, to conduct learning projects which relate to service mandates of the agency and from which skills and knowledge can be acquired. Educational institutions would need also to change certain operational policies. They would, for example, have to officially recognize the expertise of practitioners to instruct students; permit students to experience on-the-job learning; provide students with faculty assistance in agencies and the communities they serve as opposed to isolated campuses; and award credits toward a credential for educational goals achieved by students.[8]

Ways in Which Trainees Would Acquire New Competencies

The educational experience would be based on problem study. Students would work in small teams (assisted by faculty and agency staff) studying problems of the agencies in which they are serving their internships. The instructors would have checklists over such material as that outlined above, and it would be their obligation to introduce the material as it was relevant to the problems being studied. A contract would be negotiated with each student stating explicitly the goals to be reached which would be stated as competencies the student would be able to perform at the end of his experience as opposed to things he had memorized and/or how long he or she had been enrolled. The contract would also state the way these goals were to be attained and how their attainment was to be evaluated. The trainees' participation in structuring the educating experience is seen as a vital part of the education process itself. Besides the learning inherent in such participation, this contract and problem study approach would get away from a corrections approach to education based upon time spent in school and credit hours earned.

More specifically, the education model would represent some variation of the "contract learning" dictates.[9] That is, students would develop learning contracts which contained specific educational goals; skills and knowledge

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[8] Social Action Research Center, Berkeley, California. "Training of Chicanos for Community Mental Health Work." Original Proposal of Research Center for DHEW funding.

[9] Social Action Research Center, Berkeley, California. "Training of Chicanos for Community Mental Health Work." Quarterly Report of Research Center, 3/15/72-6/15/72. (Mimeographed)

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*The term mental health is used as an example. The model is applicable to all human service agencies.

content checklists; learning project design and procedures for evaluating degree of goal attainment. They would establish and meet periodically with Academic Committees composed of representatives from institutions of higher education, mental health and other agencies, instead of in classrooms on campuses. They would receive academic credits upon approval from Academic Committees for skills and knowledge acquired through conducting community projects with which both the agency and clients were concerned. They would participate in special seminars and workshops conducted by experts in their field of endeavor and designed to sharpen their thinking regarding the project on which they were working. In some instances students themselves could elect to assist new students in their learning efforts as a project.

They would function as co-workers and assist in the development of learning contracts and conducting community agency projects. Once a student has successfully completed one project and mastered certain competencies, he would begin work on other projects until sufficient skills and knowledge were acquired and credits earned to receive a degree. There are a number of interrelated steps leading to the final acquisition of course credits by students.

Overview

Accrediting processes involve inputs from students, co-workers, learning contracts, academic committees, instructors of record, administrative information, directors of student affairs, undergraduate committees and the registrars' offices. A staff or resource person would work with students in the preparation of learning contracts. The student would prepare a contract then, or would establish an academic committee, which in turn would work with the student to identify educational goals achieved already and would plan how unachieved goals can be realized. Once a student has satisfactorily achieved his/her goals according to an academic committee, instructors of record take over. That is, instructors of record from each academic committee then assign courses in which educational goals achieved can be couched, and develop a statement of justification for awarding whatever number of credits assigned. This information is then forwarded to a college or university where the appropriate official presents it to an established evaluating committee. Student folders approved by such committees are forwarded to the registrar's office wherein recommendations for courses completed and credits earned are recorded on student transcripts. Specific processes through which student activities must pass follow.

Elements Essential to Learning Contract Preparation

Initially, students would be required to prepare a "learning contract" which contained several elements. These elements include:

1. each student's educational goals subsumed under four categories, namely, Career Opportunities, Political Competencies, Cultural Awareness, and Intra-interpersonal Competencies;
2. specific bodies of skill and knowledge stated under each educational goal indicating the student's area of interest;
3. a project plan which contains an initial statement of an agency service problem on which a student will work to learn, inclusive of a frame of reference other than the student's. The next component to the project plan is a statement describing the precise actions a student would take in order to intervene effectively on the problem stated initially. This would be followed by a resource section listing available resources with which the student would use in order to carry out his/her intervention. A quality control chart or a timetable which details exactly what activities are to take place and what would come next. The last component to the project plan would be a set of hypotheses or expecteds which state what outcomes the students expect to observe as a result of action taken upon the problem as described in the intervention.

Remaining elements to the "learning contract" include:

4. a section spelling out the conditions upon which successful completion of the project plan is evaluated;
5. responsibilities of all participating parties;
6. grievance procedures; and
7. composition and identity of an Academic Committee.

Students Meetings with Academic Committees

Once the "learning contract" had been prepared the student would be ready to meet with his/her Academic Committee as well as to see that certain administrative information was forwarded to appropriate student affairs offices. Such information might consist of transcripts and resumes of the Academic Committee. They would assist the students in "breaking down" their contracts, that is, identifying skills and knowledge which have already been acquired completely (through other academic pursuits, work experiences and relevant life experiences) and suggesting empirical ways in which the acquisition of these skills and knowledge can be validated and documented, indentifying skills and knowledge which the student had acquired only partially, and suggesting and aiding in the development of plans from which the student could acquire full achievement of specifically stated bodies of knowledge.

Instructor of Record

Instructors of Record would then evaluate the student's finished learning plan and, if approved, assign learning activities to specific courses, prepare a statement of justification, then assign the student an appropriate number of units of credit. Once this is done, assuming that all necessary administrative information was in the student's file, individual folders would be forwarded to the college or university in which the student was enrolled.

College and University Roles

Student folders would then be checked by appropriate officials for completeness and then presented to established committee(s). Upon approval of each student's folder by the committee, instructions would then be given to the Registrar's Office to record on transcripts exact courses students are given credits for and the number of credits given for each.

Extremely crucial to the effectiveness of the proposed model are the kinds of targets for change within social institutions around which learning projects are designed and skills and knowledge acquired. Educational institution policy and agency structural considerations such as racism, continuing education, etc., can be easily designed into agency-community learning projects on which trainees could work either as teams or individually. For example, a project in the area of racism, could be the development, implementation and enforcement of guidelines which mandate the full cultural, racial and class composition of communities being served; particular attention would be given to increases in racial and ethnic composition of agency personnel (administrators and line staff) as well as to students in training.

In the area of community participation a project could be working on the systematic incorporation of outreach facilities staffed by community residents as conduits for issues, needs, demands and feedback from community services and training institutions. A project on culture forces and social factors could be working on public education, *e.g.*, informing the community about existing and emerging social problems and alternative ways of dealing with them. On the needs for evaluation, a project could be establishing a system in which the influx of agency funds would be distributed according to service delivery effectivenes, *i.e.*, reductions in agency budgets for not evaluating service outcomes and increases in agency budgets made according to documented efficacy.

A project in continuing education could be the designing and implementing of interdisciplinary training activities with participatory roles for consumer groups, new mental health disciplines, and other related disciplines such as anthropology, law, environmental design, planning and political science. A project in the area of knowledge and skill inventory could be the identification of social and/or institutional forces which must be considered in any effort to change service delivery systems and the roles of agency personnel.

In this discussion of a competency based education and training model, there are a number of implicit changes to social institutions. It suggests that service agencies and institutions of higher education work in concert to meet community and student needs. It suggests that students be given opportunities to learn mental health and other skills through actual operation of a learning project combined with related seminars and workshops. Creating situations in which students can become active participants in their learning and not just passive recipients is also suggested. It suggests that a systematic effort to conduct projects about which citizens and agencies are concerned with the additional resources of faculty and other experts is a powerful method of creating and institutionalizing new agency structures and policies. Unless this kind of educational model and others, as well as programs such as New Careers, are tried, what will happen? What will happen if priority is not given to systematic procedures of influencing policy and structural changes in social institutions and if mental health personnel are not educated in ways in which to positively affect such changes? Put simply, the status quo will remain. We will continue to provide the same old services in the same old way; we will continue to utilize our manpower in an ineffectual and costly manner; and finally, we will continue to turn out students who are long on concepts but very short on competencies and skills relevant to a healthy society.

This advocatory position for the re-examination of what is, and, where needed, the development of what should be, is a position that should be of great concern to administrators, educators, and other human service personnel all over the country. It is clear that the human services field and the institutions of higher learning are undergoing tremendous economic, political, and technological change. The complex reasons behind these demands for changes have been around for awhile, and all indications are that the demands for responsiveness will increase because of rising expectations and rising costs. The manner in which these demands are responded to could very easily set the stage for what is to come for the next several years. If we attempt to hold on to what we have and ignore the pressures for change, we could end up at the mercy of the powers to be and have nothing. If, on the other hand, a climate for positive action is assumed, a basis for renegotiation will exist.

THE COMMUNITY AS A LEARNING RESOURCE FOR COMPETENCY-BASED EDUCATION

by
David Sweet

I want to share a few words with you about the relationship between the community and innovation in higher education. Let me stress that I am not among you as a certified and degreed educational authority; I am not an educational theorist, sociologist, psychologist or philosopher by training or practice. If what I am about to say strikes you as strange, you should know that I come to you in the following spirit: A man went to a farmer to buy a cow and he asked the farmer for the cow's pedigree. The farmer had no idea what he was talking about. He took a new track, and said, "What is the butterfat content of the cow's milk?" The farmer shook his head and said he had no awareness of that. Finally, he said, "How many pounds of milk per year does this cow give?" The farmer said he didn't know, but she is an honest cow, and she will give you all the milk she has. I am an honest cow, and I will give you all the milk I have.

Daniel Moynihan has a new book out called *Coping*, and he says something in it that strikes me as terribly relevant:

> The relentless emphasis on social failure and corruption is no way to summon social energies that are needed to set things right. To recognize and acknowledge success, however modest, is fundamental to the practice of government. It is a first principle of leadership in a democracy where loyalty must be directed more toward institutions than to individuals. . . American society would do better to pay somewhat more attention to its successes, for it needs the reserves of morale that this kind of awareness brings.

I want to second that, not from any selfish motives, but because we need to acknowledge that among us there is some success. If we don't acknowledge that, we shall indeed lose all hope and it will be a hell that we create, not a heaven.

I want to talk to you about change, which I think has hope for success. I talk to you from the perspective of Minnesota Metropolitan State College, which I would modestly proclaim to be a small success, and one that carries with it seeds of good things for the future of American higher education, and American education generally. I would like nothing more than to tell you the whole story of M.M.S.C. When I get off on that subject, I am guilty of one of the limitations of my younger daughter, Jocelyn, who is given much to talking; any of you who have ever met her would acknowledge that. One day we were out driving shortly after we arrived in Minnesota, and she was rattling away in the back seat on every topic under the sun. In great despair, I turned to her and said, "Jocelyn, why do you talk so much?" Without a pause she said, "Because my teeth itch." And I must confess that on the subject of M.M.S.C. my teeth itch a great deal. But I will try not to afflict you with that problem, and focus instead on community resources and higher education innovation.

The resources that one needs to conduct an educational enterprise come under three categories. It seems to me one needs people, one needs places, and one needs events. Traditional higher education clustered people, places and events on to something called a campus, which I believe is derived from the Latin word for fortress; and I think that is not without significance. Frequently those that created educational institutions engaged in a retreat into small towns like DeKalb, Champaign, Normal, Carbondale, and Charleston. Even where they didn't retreat to small towns, they retreated behind walls that were either literal or figurative, but very present. In another context, I refer to them as bridgeless moats.

They did this not without reason. Those that established the institutions sought protection for the educational enterprise knowing well that the community, as a whole, is not always sympathetic to that enterprise, and frequently sought to penetrate it with destructive motives. Moving to a small town, they protected the students from penetration by the community, and they protected the community from penetration by the students. They were enabled to construct what, from the perspective of twentieth century social science, if not from the perspective of seventeenth, eighteenth, and nineteenth century educational founders, we might call an experimental cultural microcosm where the students could be initiated into the dominant culture without having to experience directly the responsibilities and the frustrations of that dominant culture. And thirdly, the retreat to campuses with walls of spirit or brick around them enabled the founders and the perpetuators to concentrate what were, after all, scarce resources of people and events, of money and what money could buy.

Looking to the earlier history of, not only American higher education but Western higher education generally, it was established in a society characterized by considerably more scarcity than contemporary society. It was not only convenient, but almost essential to concentrate what resources were available for educational activity into a small place where they could be focused on the needs of students. You gathered books, you gathered together a faculty, you gathered together the events that a library and a faculty could create. The result of this concentration of resources was an educational system dominated by a concern for time and place. One did, after all, have to enter the enterprise; one could not stay forever; one had to leave to make room for those that followed. The resources were located in a place; one needed to seek that place out, and be there, because that is where the resouces were.

A whole series of decisions followed: dividing the educational system into time trains that, as you all know, have become increasingly rigid; defining a curriculum in such a way as to move students through it efficiently, if not effectively. It was a system that, one might say, was characterized by a withdrawal from life in order to prepare for life, if that is not a contradiction in terms. I would argue that education has fallen behind; it is a vivid example of cultural lag.

There have been fundamental changes in the society which support education, changes which have not been effected in the educational system. Go back with me, if you will, to our childhood, collectively, and recall commercial enterprise as we were growing up. I am sure most of the people in this room can remember when every community, however large or small, had a real downtown; and if you wanted to go shopping you went downtown; there wasn't any other place to go. At most there was a neighborhood grocery store, but for anything else you wanted to buy, you went downtown. And when you got downtown you were greeted by clerks who stood behind counters and brought out merchandise for you to look at, and who put it back on the shelves when you were through with it. It's not that way anymore; the whole commercial establishment discovered the dispersal of the community, and they dispersed shopping to keep up with it. They have created a whole concept of self-service, which tends to be no service at all. Look, if you wish, at something as fundamental as our eating habits. When I was growing up, to go out to eat was a singular occasion. It happened at our home, which was fairly middle class and fairly average, maybe two or three times a year. And it was an event. Currently, people are eating out somewhere on the average of three or four times a week. They are not eating out in the sense that we used to eat out when I was growing up. It may be hard for some of the younger people here to realize it, but when I was growing up, to eat out meant you actually got out of your car and went into a place to eat. Our whole food delivery system has changed significantly, for better or for worse. In communications, transportation, the organization of capital, and manufacturing, enormous change has occurred.

The changes in education, particularly in the formal institutions of elementary, secondary, and higher education, are not significantly different for most of the population. One of the best evidences of that I can offer you is, if you haven't lately visited your friendly neighborhood elementary school, drop in on it. It will scare you. And the reason it will scare you is because it will remind you so much of your own elementary school; all of the authority problems you encountered in that elementary school will hover in on you all over again. The physical plant may vary somewhat, but the way the enterprise is conducted does not vary that significantly. Even more so in the case of higher education: we conduct higher education today much as though society had not changed from the founding of Harvard or William and Mary. I think the first presidents and the first students of those institutions would not be much out of place here at Northern Illinois University. What was going on would seem quite appropriate, with the possible exception that I suspect they would have a difficult time finding a place to learn any Latin or Greek.

I am convinced that it is no longer necessary in contemporary Western society, and more specifically in America, to concentrate educational resources. These resources are widely dispersed throughout our society. We have become a teaching learning society. Teaching and learning are going on all around us, and the potential for more such teaching and learning is a gold mine for educators. Many concerns, agencies, institutions, corporate and noncorporate, offer formal and informal teaching and learning opportunities. The mass media, the large industrial enterprises staff development programs, state government, local government, federal government, YMCA's and YWCA's. There is not a self-respecting museum that doesn't have an educational director out hustling students and faculty. Banks are getting into it, also insurance companies, not only for their own employees, but for their clients and customers.

It is clear to me that this society must learn how to tap, *i.e.*, how to work this gold mine. Educational opportunities and resources are indeed ubiquitous, resources are not infinite; they must be used wisely. The educational needs of our society compete with other social needs; the needs of welfare institutions, the needs of economic activities, the needs for correctional facilities and programs, highways. Wherever you look, there is competition for resources.

This means a far more expanded concept for the avoidance of duplication and the under-utilization of resources, expanded beyond the concerns of our good colleagues at agencies like the Board of Higher Education here in Illinois which have focused necessarily on the avoidance of duplication and under-utilization within the formal institutions of higher education – that's the tip of the iceberg. Out beyond those formal institutions are a host of educational activities and resources being tapped, more or less well, and the opportunity is indeed present to tap them very well.

What we have attempted to do in Minnesota with the creation and operation of Minnesota Metropolitan State College (a small inside joke: we could call it 2-M State College, for those that might catch it), is to contribute to this greater rationalization of the community resources for utilization of educational activities. I don't want to give you an elaborate description of MMSC, but I think it is important that you have some knowledge of the basic premises of our institution; because out of these basic tenets flow our tapping of the community.

The first basic tenet is the most fundamental of all, the one that I am convinced makes us a truly revolutionary institution. It is the proposition that at MMSC each individual student has responsibility for, and authority over, his or her own education. It is fraught with implications, not all of which I will draw explicitly for you. But literally, at MMSC, each individual student has control, authority, and overall responsibility for his or her own education. The faculty is there, the college is there, to aid and abet the student in utilizing this responsibility wisely. But we do not permit the faculty, individually or collectively, to substitute its judgment for that of the student about the student's education; and we are prepared to carry that basic tenet to its logical conclusion.

This basic tenet does not make it easy for faculty members to function, and we are not without our tensions. I am told that there was once a child who refused to eat. His mother tried everything, and became frantic at the child's absolute refusal to eat anything. She sought professional counsel. The counsel offered the child ice cream and candy, fruits, nuts, and vegetables; nothing would the child agree to eat. Finally in despair, the counselor said, "What do you want to eat?" The child said, "Worms." Choking a bit, the counselor called upon his assistants to bring in a plate of worms, which the assistants did. The child looked at it and pushed it away, and the counselor said, "What's wrong?" "I want them fried." They hustled them out, fried them, brought them back, and the child pushed them away. "Now what's wrong?" "I only want one." They pushed all the worms but one away, and the counselor handed it to the child. The child cried and refused to eat it. Counselor said, "Now what's wrong?" "You eat half." The counselor cut the worm in half and ate it. The child began to weep copiously and the counselor said, "What's wrong now?" "You ate my half." Many of our faculty will tell you, given the basic tenet, that at MMSC they find themselves dealing with our students on that basis. There is half a worm and they eat it. But we are convinced, with Plato, who wrote in *The Republic*, "That for the free man there should be no element of slavery in learning. Enforced exercise does no harm to the body, but enforced learning will not stay in the mind. So avoid compulsion."

The second basic tenet at MMSC is that students proceed through their education by demonstrating competence, not by collecting credit hours or grades. By competence we mean a combination of skill, both motor and mental, plus understanding, plus a set of values and attitudes that will leave the individual student to use the skills and understanding which he or she has. Each student then designs an education program by setting forth: competency goals and the strategies which the students will employ in achieving these goals; the techniques that the student wants the college to use in determining whether or not he or she has, in fact, achieved the goals demonstrated; and verifies the competencies that he or she sets out to achieve.

The third basic tenet, and the one that moves me more directly into this discussion, is that at MMSC education is community based. We have literally no centralized campus; we operate throughout the seven county metropolitan area, which encompasses nearly 2 million people and goodness knows how many hundreds of thousands of acres. This is not a temporary expedient awaiting only the intervention of the legislature to buy us a campus and build us some buildings. We have explicitly rejected the notion that we will ever have a centralized campus. Instead we are reaching out into the community to teach our students how to use the entire community, and their total physical and social environment as a great learning resource bank. We are reaching out into the community for the people, places, and the events that will constitute their educational experience.

This requires that the college develop an inventory of people, places, and events that will contribute to the education of students and that we disseminate that information among our students. It requires that we have the staff and equipment necessary for conducting education on this basis. At the heart of that staff is a small cadre of fulltime and, for the most part, professionally trained and credentialized educators. Currently, we have a fulltime faculty of about 15 and an enrollment of something over 600. We also have a support staff of clerical and similar workers. We have minimal kinds of equipment to assist in the inventorying and dissemination function. And finally, it requires that the college develop criteria and procedures for assessing, evaluating, documenting, and verifying the competencies which students acquire at various places and times, especially including the competencies which students bring with them.

One of the things we are absolutely committed to, and which I am convinced education all across the country must become increasingly committed to, is the proposition that people learn much, perhaps even most of what they learn, without reference to formal institutions of education. All of you who are engaged in educational research know that this is true. And all of you who are engaged in operating educational institutions know that educational institutions act as though it were not true. I have reduced it to almost a formula. We ought not be concerned about, I would argue, where you learn, when or how you learn, or from whom you learn; we ought to be concerned about what you know. And yet, almost without exception, if a potential student approaches an educational institution, from kindergarten to graduate school, the question that the educational institution asks of that student who claims to know something is, where did you learn it? You learned it at the business school downtown; gosh, we are sorry, if you'd only taken it at the junior college we would be able to give you 6 credits for it. Who did you learn it from? Your boss at work and he doesn't have a Ph.D. Gee, that's a shame, because if you had learned it from the university with somebody who had a Ph.D., it would be worth 8 credits to you. How did you learn it? By watching television; gosh, we are sorry, but you can't do it that way. We know the National Geographic program on underwater research is a top notch piece of information; and if we show that film in one of our laboratories, we will give you credit for it; but if you learn it at home by watching the tube, it's really too bad. And when did you learn it? You took that course 15 years ago. We are not letting any credits count that are more than 5 years old.

I really wish that I were exaggerating to make a point. But I'm not; and everyone of you know it. Those are the questions that we ask. When did you learn it? Where did you learn it? How did you learn it? From whom did you learn it? And we never do get around to asking that poor student, do you know it? Can you prove you know it? And even if we do ask him can you prove you know it, we always add a little asterisk. Can you prove you know it by taking a standard examination? Because if you can't prove you know it by taking a standard examination, we are just not geared up to working with you.

In this era of multiple centers for teaching and learning, those of us who operate educational institutions are simply going to have to come face to face with the fact that in this society there are many places, times, people, and methods for teaching and learning that we do not control. And I will tell you something more – if we do not recognize this, we are going to become as obsolete as the organized church. Now it happens that I am affiliated with the organized church, passionately committed to it, supportive of it, work at it, but I am here to tell you that in twentieth century America it is one of the least relevant, most uninteresting and least innovative institutions; and that's the change that has come over this society in my lifetime and yours. I can remember when people like you and me really cared what the leaders of the organized church said and did. And I can tell you today that there are few among us from president and down, in colleges and communities, who give a damn about what the organized church says or does or thinks. There are those of us who still affiliate with the church; we go to it and we participate, but I think we would be deluding ourselves indeed, if we thought that was characteristic of much of our society. Notice, however, that the organized church has not disappeared; it goes right on functioning and building and educating and meeting and fund raising. And that too can characterize higher and elementary and secondary education. Education will still be there; it's got an even better bureaucracy than the organized church has. One thing that those of us who run a bureaucracy know is, we can last forever. We cannot be destroyed. But we can be thrust aside; and the functions we were created to perform can be carried on by others. And that is happening.

Just to give you a figure on a concept that is not even essentially related to this one, there are more people enrolled in systems of education, formal teaching-learning situations outside of the schools and colleges, than are enrolled in the schools and colleges. And we still think we sit at the center of the universe. And there are just folks getting educated all around us who could care less about what we are doing, because we are so wrapped up in being doggone sure that nobody gets educated outside of the ivy walls. We will put our blessings on who is educated and who is not.

What are those resources out there that are available to us? What are the places? Ever since I got involved with the Minnesota Metropolitan State College, I have marveled at education's edifice complex. Without fear of successful contradiction, I would stand before you and say that there is no justifiable reason for adding one single brick to any educational institution in America. Beginning now we can stop; we literally do not need any more mono-purpose, mono-controlled facilities. If MMSC needs, and to a limited extent we do, educational resources, facilities, places, we have got them till they come out our ears–the finest in the country, and you can have them too.

Just to begin with, some obvious things. Have you walked around your community and counted the number of churches with large educational plants filled with classrooms that are used half a day, once a week? Have you looked at your friendly neighborhood elementary and secondary schools open vigorously from nine in the morning till three in the afternoon, five days a week, or maybe only four and a half, nine months out of the year? Many of them are equipped with the finest educational equipment available, that is just idle most of the time. Have you been in a bank lately, a new bank, not one of the old ones. Down in the basement they have a beautiful auditorium. They use it for meetings of their employees once a month, and then they wish the community would come in and help them use it. But that is not the only things they've got, because some of you have seen that tucked away are probably two or three conference rooms all equipped like they were modern classrooms. And hospitals. Have you been in hospitals lately, where they have all those classrooms for prenatal education for all those mothers who are never going to be mothers; because people have stopped having babies, and now they don't know what to do with those classrooms. Have you been in museums? Have you even been to the movies lately? Before they start the show, not only do they hit you over the head with advertisements for cola cola and popcorn, so that you think you're home, but then they also flash up there, "If you need a large auditorium, please contact the manager because he's got one available and we'll make it availabe to you anytime—for conferences, educational activities, lectures, and you name it." And then there are just streets and parks, private colleges and public colleges, office buildings, and armories. Every community has an armory and doesn't know what to do with it; it just sits there. We are surrounded by facilities, marvelous facilities, beautiful facilities; it's fun to get out there and try to use them.

It costs somebody to maintain those facilities. We get them for MMSC for peanuts because we are always a marginal user. They come on strong and tell us, "Well, you have to pay your fair share of the cost." And then when we suggest, "Well then, how much is it?"; they try to come up with a figure. And if we say, "Well, that's pretty good, but the church down the street will lets us have it for half that"; they come down because we are a marginal user. One of the funniest experiences I've had is with public libraries. Do you know of a more under-utilized resource in America than public libraries; and have you not heard librarians cry to get more people to use the library and books? I have. So I went to the consortium of public libraries in the metropolitan area. They're into the educational business too, and know all about consortiums—they're innovating pioneers. I told them what we were up to, and that we would be expecting our students to learn how to use public libraries. "And how much are you going to give us for making our library available to your students?" I said, "Nothing." They said, "What do you mean nothing?" And I said, "Well, you know it happens that all of our students are citizens of this metropolitan area, and entitled to use the libraries for free, because you people have this consortium where if you've got a library card in one of your libraries, it's good in all of your libraries. These people can go to all the libraries in the metropolitan area." "Well, they're going to increase the work load for us." "That's fine, that's what you're all about." "Well, it might cost us more money." "If you can show me that we are costing you more money, I'll tell you what, I'll be happy to join with you and appeal to your funding resources to get more money to support the library." That wasn't the message they were interested in hearing, but we haven't really heard from them since; because our students and faculty just go and use the library.

We tap into any organized system of education from Betty Crocker Kitchens to the YMCA Yoga Program to the University of Minnesota. We tell our people, if you can get competence in those places, go. We inventory them, and we try to lead these students into those learning situations, and then we don't duplicate them. We don't have to hire a faculty to carry on in those same kinds of places.

Events, that's the other key resource. If you've ever been in a metropolitan area, you know the learning opportunities that are available, free. One of the things I do every week is scan the section of the *Minneapolis Tribune* that lists all of the conventions that are coming to town. And every week there are anywhere from half a dozen to two dozen major conventions. All of us know the kinds of learning opportunities that conventions offer. Obviously when we go to conventions we don't take advantage of them, but we know they are there for other kinds of people, not us, we are out there. And how many times I've said, "Well, I didn't go to any of the programs, but I learned a lot from just bullshitting with my buddies in the bar." And I really do learn a lot. I don't drink, and it's amazing what you can learn in a bar if you don't drink. One of the things you do learn is how people who do drink are convinced that the more they drink the soberer they get. And they are so solemn about how sober they are, that it has contributed to my education. But there are events, learning opportunities, sponsored by all kinds of agencies; our job then is to tap them.

Keep in mind our concept: competence and helping students use learning resources to acquire competencies. For example, one of the competency areas (we have divided education into five competency areas), we call re-creation. Not recreation, because what we emphasize is the notion that so much of what we do depletes us, and what we need is renewal. Often much of what we do is called recreation, and that's the most depleting activity of all. So what we are really talking about is renewal, which can involve recreational activities. One of my colleagues has a couple of students, who under that heading, decided that they would master the game of golf. We did not, this may come as a surprise to you, go out and hire a golf instructor. What we did was point those two students in the direction of the nearest municipal golf course that had a teaching pro, and say go. The students went along with a copy of what we call the study unit service agreement which we have to negotiate between people who teach and people who want to learn. They presented that study unit service agreement, and for a completion of the study unit service agreement, the faculty member picks up $31.50. And they say, "Okay, that's five, $6 lessons" (or six, $5 lessons), I've forgotten which. They've got a study unit service agreement going with a local teaching pro, and they are both very, very happy. They both agreed that certain competencies would be verified in the process of that learning, and he would write those competencies up and certify that they had indeed been met. Nobody gets a grade of A or B or C; there are no credit hours involved; there is simply the certification of the kinds of competencies in which that student is involved.

What I really want to talk about though, is people as a community resource. Every community, no matter what size, has an incredible array of talented people who know things that others want to learn. If we are not too wrapped up in where they learned it, when they learned it, how they learned it, from whom they learned it, and whether the have an appropriate degree behind their name, we can provide our students with the most fascinating faculty imaginable. We call them the community faculty at MMSC, and they are full participants in the enterprise, not adjunct professors. They are not adjunctive of anything. They are partners, they have full voting rights, they serve on the committees. In fact, most of the committees are chaired by people from the community rather than from the professional staff. So far, we've identified 213 of these people and oriented them. For a long time we had more of them than students because we began with 50 students and added 50 a month for quite a while; it took us a while to catch up with the community faculty. That caused some frustrations. A number of these people have never worked with students because we just have not had enough. Five percent of these people have no degrees at all, 31 percent have a B.A., 45 percent have an M.A., and 15 percent have a Ph.D. or law degree. If you want them to be conventionally degreed, approximately 65 percent of the Ph.D.'s in this country go into education; there is another 35 percent out there available to help.

Mostly they are people who know something that our students want to learn, and have a capacity for sharing it with our students. One of the ladies on the community faculty is a former editor of children's books for a leading publisher in this country, moved to the city, and heard about MMSC. Some of our students heard about her, wanted her help in editing and creative writing, and she gathered a cluster of them about herself. As she was working with them, the students discovered she also had an excellent capacity for community organizing. So she's now working with another cluster of students with community organizing, nothing to do with creative writing. How many fulltime, professional faculty members are that open and flexible? I've forgotten what her field was, that she mentioned she was in, but because she had an expertise in it, and she encountered some students who wanted it, there it is. A person with three different, varied kinds of expertise that our students are looking for, and a willingness and a capacity to share it.

Clearly, using community faculty gives the most incredible flexibility. We pay them according to competencies delivered; they are not on a contract with us for a fixed salary. We primarly expect that they will bring our students into the world of action and activity. Thus, with a combination of abstract and concrete learning opportunities. Most especially, I am devoted to the community faculty concept because these community faculty members are doing so much to hold MMSC to the basic commitment to serve the community and not serve the needs and aspirations of professional educators; and that is what has gone wrong with American higher education.

There are problems. Community faculty members are not always motivated by idealism; and some of the other motivations can cause some hairy experiences. Some of them want money and some of them want status. And some of them want to get into professional education, using MMSC as a vehicle. That defeats the purpose; we want them because they are non-educators, because they have a contact with that world in which our students must function. And some of them are bored, and feel that their expertise is ignored; now they have a place in the sun where their expertise will no longer be ignored. There are problems of paying these kinds of people; many of them fail to grasp the basic tenets of the college, and they are extremely traditional in their outlook about education. All of us teach things the way they were last taught, and most of the community faculty were last taught by persons in very conventional educational boxes; so they try to create them for our students. Political considerations enter in. When we were asked to recruit this kind of faculty, we had politicians come forward. What do you do when Minnesota politicians come forward to be on your faculty, and you examine them and discover that they really can't do too much for you; but there they sit? We are troubled, not just by these particular ones, but all of our community faculty are troubled by the demands which students make on them which they did not expect would be made. And we are troubled by the fact that their busy lives mean that they make a limited commitment to MMSC.

Those of our staff who have to work with the community faculty have been frustrated with the problems and are particularly concerned about them. The situation is not unlike the man who was found to stop outside the grounds of a mental institution every day where he watched one of the inmates who stood on the grass and wound up like a baseball pitcher and threw; only he had no ball. The man stood there fascinated by it, and then he would get in his car and drive away. Finally someone who had observed him observing the inmate said, "Why do you do that?" And he said, "If things keep going like they have, I'll be in there catching for him, and I want to get on to his curve balls." And that is what happens to people who have to work with community faculty, they are sometimes catching nonexistent curving balls. We are working at tightening the screening for these people, developing evaluative methods, and communicating evaluations of community faculty members for our students so we can use them better. And we are organizing them into clusters, called conferences, on a programmatic basis so that they can work with a fulltime staff more intimately. But we use them in every aspect of our college, and they are a rich resource.

Higher education is in difficulty today, fiscal difficulty and enrollment difficulty. One of the ways of getting out of these difficulties is by recognizing that there is a great new market for education, a market that derives from the poor handling of non-traditional students by traditional university extension programs; a market that exists in part by virtue of the second class status of adult education in the school system. It is a market that exists by virtue of the increasing affluence of American society that gives people more time to pursue formal education; a market that exists by virtue of the fact that society today is more complicated and will become more complicated. We cannot solve the problems of that society with people who have less education. We are going to need more and better educated people, rather than less educated people. Ours truly is a learning society, and higher education has an opportunity to provide much needed leadership to that learning society. We are almost excessively rich in teaching-learning resources. If we are to use those resources wisely, we need the leadership to avoid duplication to avoid destructive competition and the needless waste of unused and under-utilized resources. The new market, I would argue, is best reached by using non-traditional methods, particularly, by relying heavily upon the community resources that surround us.

On this score, I am not unlike the minister who told his friend the priest, with whom he had been arguing a theological point, "Well, just agree to this: the thing that counts is that we are both doing the Lord's work–you in your way, and I in His." I would not have you believe that all is well and simple with non-traditional community based higher education. I have tried to share with you the experience with our little more than two years of operating this enterprise. I would caution you in the words of Mark Twain, that you should be careful to get out of an experience only the wisdom that is in it and to stop there, lest you be like the cat that sits down on the hot stove lid: she will never sit down on a hot stove lid again, and that as well she will not sit down on a cold one anymore. And I would hope that you would join me in making the decision about some of the hot stove lids and some of the cold stove lids that are out there educationally.

The opportunities are great for reaching that new market if we will open up education and stop asking from whom did you learn it, when did you learn it, where, and how. If we don't, then I think the message of T. S. Eliot, with which I will conclude, may apply not only to whom he directed it, but to us as well. He wrote a poem that I came across recently which I have never seen before. It is entitled, "The Hippopotamus".

The Hippopotamus

And when this epistle is read among you, cause that
it be read also in the church of the Laodiceans.

The broad-backed hippopotamus
Rests on his belly in the mud;
Although he seems so firm to us
He is merely flesh and blood.

Flesh and blood is weak and frail,
Susceptible to nervous shock;
While the True Church can never fail
For it is based upon a rock.

The hippo's feeble steps may err
In compassing material ends,
While the True Church need never stir
To gather in its dividends.

The 'potamus can never reach
The mango on the mango-tree;
But fruits of pomegranate and peach
Refresh the Church from over sea.

At mating time the hippo's voice
Betrays inflexions hoarse and odd,
But every week we hear rejoice
The Church, at being one with God.

The hippopotamus's day
Is passed in sleep; at night he hunts;
God works in a mysterious way–
The Church can sleep and feed at once.

I saw the 'potamus take wing
Ascending from the damp savannas,
And quiring angels round him sing
The praise of God, in loud hosannas.

Blood of the Lamb shall wash him clean
And him shall heavenly arms enfold,
Among the saints he shall be seen
Performing on a harp of gold.

He shall be washed as white as snow,
By all the martyr'd virgins kist,
While the True Church remains below
Wrapt in the old miasmal mist.

from T. S. Eliot's *Selected Poems,* N.Y. Harcourt, Brace & World, 1967.

THE DEVELOPMENT OF COMPETENCY MODULES: NINE CASE STUDIES

Liberal Arts Group – Basic Written Communication

Group Leader: John J. DeRolf

The liberal arts group achieved a beginning point for a module and we did begin to acquire those skills which will allow us to develop further modules at another time.

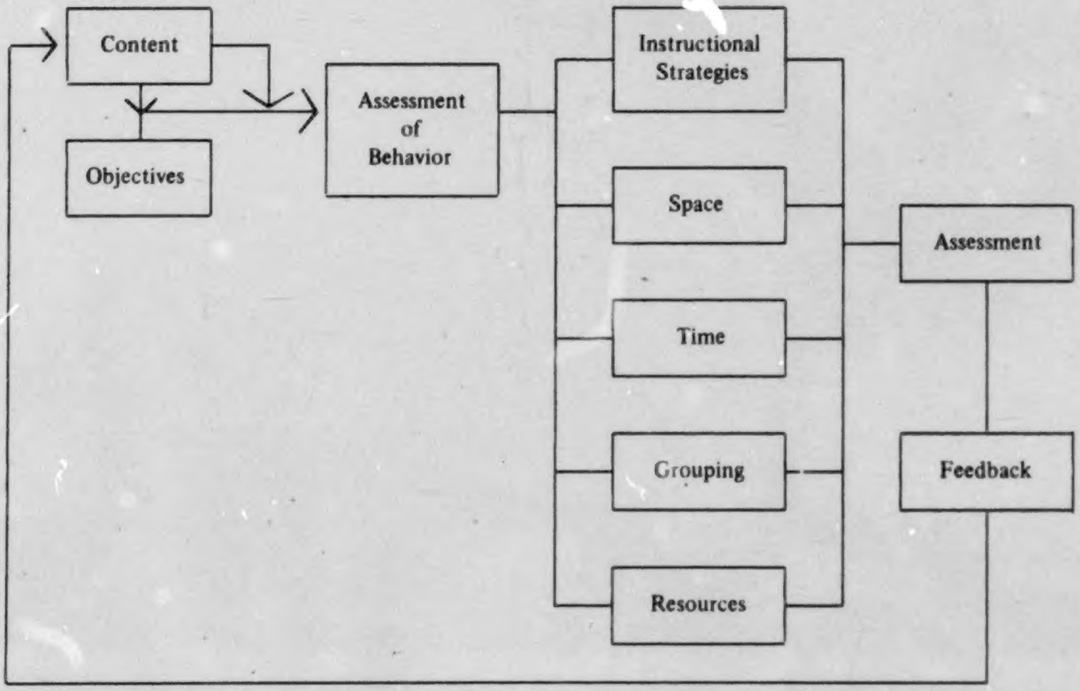
The initial discussion centered around the scope of the liberal arts and the question of whether or not elements of the liberal arts could actually be organized into competency areas. At our universities we have no consensus as to what real competencies we are producing in the liberal arts. Many of the areas have been thought to contribute to the "good life" since, and even before, they became part of the university.

We then tried to define competency module and came to recognize that the module is a means of assessing whether or not a student can demonstrate his knowledge through competency or performance tasks.

Behavioral objectives are part of the structure of the module and we defined them as

1. Stating a learner behavior
2. Stating what the learner does
3. Stating the conditions under which the learner performs
4. Stating a level of acceptable performance

Dr. Orville Joyner advanced the Gerlack and Ely model of behavior assessment here given in schematic.



The group then sought to determine a content contained in the vast content of the liberal arts. American History and English became the most popular choices with English being chosen for further delineation. Communication became the topic from the braod field. We then considered written and oral communication as possibilities for module development. The final choice of basic written communication was made.

Competency Module Basic Written Communication
(Model Module only)

Behavioral Objectives

1. The student will be able to write a simple sentence without grammatical error.
2. The student will be able to write two examples of compound and complex sentences with no grammatical errors.
3. The student will develop a paragraph.
   The paragraph must be organized around a single idea.
   A topic or thesis sentence must be present.
   In the following themes the student is limited to no more than two of the following kinds of errors, *i.e.*, punctuation, spelling, sentence structure and agreement in each paragraph.
4. The student will write a precis.
   The student will be given an essay to be reduced to no more than 100 words completed within a 30 minute period.
   Basic ideas of essay must be maintained.
5. Write an expository theme involving how to do something. The theme will be 300 to 500 words in length and will be completed within 30 minutes.
   There must be logical development.
   Directions must be clearly made and concise.
6. Write a theme of not more than 500 words comparing or contrasting two ideas. This task must be accomplished within 30 minutes.
   Comparison or contrast of at least two elements evident.
7. Write a theme defending your point of view on a controversial issue. The theme will be 300 to 500 words in length and should be completed within 30 minutes.
   The rationale must be clearly stated.
   Consideration of opposing viewpoints must be evidenced.

Public Administration

Group Leader: Salvatore G. Rotella

The Public Administration team was handicapped by the absence of the right mix of participants: some from academia, some from the field of mental health.

As the lack of a "team" became self evident, efforts were made to recruit special individuals who could enlighten the group: one team leader and one team member were present throughout the two day period, one who joined on the second day.

The contribution from Bob Agranoff and especially Walter Fisher, is acknowledged. The latter made available one of his staff members who enlightened the team about the specific functions of the *"Team leader"* in the administrative structure of Elgin State Hospital.

The Public Administration team addressed itself first of all to the concept of "competency module" and concluded that the concept would lead to different conclusions, for sure different uses, depending on whether it is to be considered as (1) *a means of validating knowledge or experiences* already present in an individual or (2) as a means of *imparting given knowledge or experiences* to an individual.

Considering an agency as a complex of modules spelling out job functions with job complexity going from the most simple and routine at the bottom of the structure, and the most complex and non-routine at the top, the question arose as to whether a public administration module would be palced in a given box in the structure or whether it should cut across the entire structure or whether it should cut across the entire structure to bring about skills in those processes which are peculiar to the public sector.

Some time was spent considering the possibility of developing a "module" that would bring together all the information necessary about public law and/or specific law related to a mental health institution such as Elgin State Hospital. The team did not have the resource persons, nor the time necessary for such enterprise. Hopefully the idea could be pursued by others. A representative sample of jobs should be set up – people in such jobs could be then interviewed to draw up public administration competencies necessary in the organization.

With the help of a staff member from Elgin State Hospital, a list of the functions expected from the team leader was put together. Only at the end of a long interview and as a result of much prodding from members of the team, did the discussion move into areas that could be considered relevant subject matter for public administration. As the person interviewed put it, "the team leader must be familiar with the state system" and as only a result of this knowledge, the "team leader can be creative within the system." It is very likely that the same results will be obtained from individuals operating below the highest administrative positions in the system. Development of a "public administration competency module" or modules will have to address itself to both the legal and structural knowledge of the State system as well as the "culture" prevailing within the system.

Team Leader
What is expected
Job specs
(administrator)
(direction)

- design program for people in ward
- 24 hour responsibility
- what skills and/or resources available or needed
- help individual case worker develop program for individual patients
- acts as resource person to the case worker
- will transfer patients from ward to ward on basis of program
- responsible for communicating program to all levels of staff and various shifts
- team leader is the immediate supervisor of all personnel in a ward
- responsible for procurement of personnel subject to veto from program coordinator
- interview people from Civil Service List
- disciplines personnel in ward
- defines job for employees
- what are the rules of the hospital and procedures
- terminates people if unacceptable
- instrumental in training and promoting employees
- can pick and choose in terms of promotion
- consulted on new procedures
- participates on planning meetings and implementation of meetings
- reports periodically to program coordinator
- usually promoted from case worker and some maintain a case load
- involved in patient treatment only if there is an unusual situation such as situation where patient does not respond to treatment
- responsible for scheduling and coverage to see that ward is covered 24 hours
- develop statistics of movement in ward
- must provide weekly scheduling
- certify accuracy for all record-keeping
- responsible for medical needs
- unusual legal/medical/family/community placement problems
- maintenance of ward
- must be familiar with the State system
- how one can be creative within the system

Human Service Generalist

Group Leader: Catherine Warrick

Characteristics of competencies of a human services generalist at the four year level:

1. The human services generalist believes in the possibility of human growth and change. (Look for any four.)
    - a. He engages in volunteer one-to-one or group helping activities.
    - b. He has sought individual assistance in personal growth and change.
    - c. He has stated growth goals of his own.
    - d. He has sought past employment experiences which he/she sees as helping others.
    - e. He verbally professes faith in growth and change.
    - f. He has participated in social movements aimed at human betterment.
    - g. He attends personal growth activities (T.A. workshops, etc.).
    - h. He subscribes to human growth journals.
    - i. He scores favorably on standardized interest or personal preference schedules.

2. The human services generalist expects all persons who contribute to the welfare of the client (a teamwork skill):
   a. Could explain the contribution of each worker in the team model;
   b. Has participated in other team setting experiences - group coping;
   c. Has heard out the contributions of others in group settings;
   d. Can identify necessary team functions in hypothetical problem-solving situations;
   e. Knows various models of team organization;
   f. Builds on contributions of others in group setting;
   g. Seeks consultation of others.
3. The human services generalist knows the community's resources and can mobilize them.
   a. He can define types of helpers, organization, and agencies and the assistance they can give.
   b. He can identify examples in that particular community.
   c. He can match client need specific existing community resources.
4. The human services generalist will involve any necessary resource (persons, place, technique, idea) to assist the client, including:
   a. Performance in case study situations where plugging in resources is essential;
   b. Use of consultation;
   c. Use of team members;
   d. Willingness to change own behavior;
   e. Accepts a coordinator's role.
5. The human services generalist is personally secure and/or resourceful enough not to use the client to meet personal needs.
   a. His verbal behavior would not emphasize himself as helper or doer for the client.
   b. His scores on personal preference scales that would be largely within the normal range (need appropriate norms).
   c. In internship settings, there is an absence of manipulative or projective behavior toward clients.
6. The human services generalist attempts to understand and reckon with the particular circumstances of each client from the client's point of view.
   a. He seeks to work with those client systems with whom he can identify.
   b. He seeks to learn the background of those he works with (cultural, economic, ethnic, family, medical, informal lang. system, etc.).
   c. He seeks opportunities to learn about others, different from himself—through personal association, reading, course selection, community activities, cultural event.
   d. He is willing to share own background with colleagues or contemporaries.
7. The human services generalist is a good problem-solver. He can identify the problem, gather essential data, isolate significant factors and relationships, hypothesize needed solution, develop alternative approaches to solution, evaluate and choose among solutions, immediate appropriate action—evaluate outcome.
   a. case study analysis
   b. mock interviewing
   c. role-playing
   d. other simulations
   e. manages personal affairs effectively.
8. The human services generalist can initiate and coach problem-solving behavior in his/her clients.
9. A human services generalist will take initiative; he will be a self-starter in his/her role responsibilities.
   a. He does not have to be told repeatedly what to do (in course, internships, individual projects).
   b. He can find viable solutions in simulated problem solving situations without close supervision.
   c. He excedes class expectations.
   d. He can project independent study or projects without difficulty.
   e. He can initiate processes and procedures.
   f. He can initiate change.
10. The human services generalist knows human services institutional systems and behavioral systems (can identify different varieties).
11. The human services generalist knows group dynamics and can apply both effective group membership skills and leadership skills (affirming, building, gate-keeping, summarizing, etc.).
12. The human services generalist is willing to advocate for client needs by:
   a. Seeking exceptions;
   b. Going beyond immediate resources to find others.
13. The human services generalist has a knowledge of the most commonly used standardized assessment

instruments and can administer them under supervision.

14. The human services generalist has the knowledge of techniques for gathering descriptive information, interpreting and reporting it (*e.g.*, antecdotal records, sociogram, check lists).
15. The human services generalist knows the legal parameters within which he can make decisions, including:
    a. The mental health code (What is *legal* evidence?);
    b. Local and state laws;
    c. Agency policies.
16. The human services generalist can analyse and interpret client behavior within that framework (see above) and make appropriate decisions (*i.e.*, has observation skills and analytical skills).
17. The human services generalist has effective oral communication skills (one-to-one or small group). He can assess his audience and adjust usage, vocabulary, tone, manner to maximally reach a client, a relative, a co-worker, a citizen. He can make his messages attention-getting.
18. The human services generalist can listen effectively to both verbal and non-verbal messages.
    a. He can report accurately the verbal messages of another person. (Use a tape-recorder.)
    b. He can describe non-verbal behavior of others.
    c. He can select specific data to support a hypothesis of meaning.
    d. His data interpretation will be similarly interpreted by others.
19. The human service generalist has written communication ability.
    a. He can write up treatment plans, progress notes, social histories literately enough to be used by others (*e.g.*, be acceptable to Joint Commission).
    b. He is able to write to people who are not well educated without alarming or confusing them.
    c. He is able to assist clients with written tasks and teach them to write for themselves.
    d. He is able to write correspondence that will not jeopardize the organization or agency.
    e. His writing is well organized, literate, legible, and the vocabulary is accurate.
20. The human service generalist understands cultural conditioning.
    a. He can explain racism, sexism, and other cultural phenomena and their effects on persons. (He can identify the reward and punishment systems implicit in social forces and different cultural milieu.)
    b. He can extract from a person or system the dominant value system which is influencing him.
21. The human service generalist understands human health, growth and development.
    a. He can explain various normal growth schemes (*e.g.*, Erickson, Piaget, Maslow, Havighurst, etc.). He knows various growth models.
    b. He can recognize gross deviations from normal growth and development.
    c. He understands those opportunities and role functions that can be growth producing.
22. The human service generalist knows his own value system and how he responds to other value systems that threaten his own (*Values Clarification* by Sidney Simon and other works).
23. The human service generalist is tolerant of other value systems. He does not demonstrate a need to change other's belief systems to match his own.
24. The human service generalist knows prevention models and strategies.
25. The human service generalist knows intervention models and strategies.
26. The human service generalist knows rehabilitative models and strategies.

Human Services

Group Leader: George Grain

Our Task

The task assigned our group was to develop a sample Competency Module for the Human Service Field.

Procedure

Our team was made up of a diverse group of people, most of whom did not have either an understanding of the human service field or the development of competency modules. We therefore felt it necessary to define human services as any service or group of services contributing positively toward the physical, emotional or social well being of individuals, groups or of society as a whole.

We also defined competency module as the required learning content, (including skills, knowledge and attitude) needed for an individual to perform in a specific functional area within—but not limited to—a specific job role) to a predetermined competency level.

Job Role

The team selected the human service worker in a mental health direct care capacity as the job role from which to draw the model competency module. From what knowledge and resources we had available to us, we developed the following "skill list":

Communications
Problem solving
Listening
Facilitating
Resource recall
Operations (how the system functions)
Negotiating
Transference (training and education)
Health Skills
Remediation (behavior management or other treatment modality)
Crisis Intervention
Homemaking
Recreation
Occupational Health and Safety

The above listing is not intended to be all inclusive nor is it intended that words themselves represent the ones that might finally be utilized to describe the appropriate skill.

After discussion, the team selected the communications skill area as the one on which they would like to work toward developing a model competency module. After some additional discussion, the team agreed that the Communications skill area should be further subdivided into the following Learning Units:

1. Oral
2. Non Verbal
3. Process
4. Symbols
5. Written
6. Listening

As a team, we then began to expand the learning units with some thought as to what the learning objectives might be, keeping in mind that these represented only our initial thinking. Our learning units follow.

1. ORAL – Trainee will be able to:
    a. Organize ideas;
    b. Observe, record and report pertinent observations;
    c. Use and recognize appropriate symbols;
    d. Clearly state ideas;
    e. Illicit feedback;
    f. Be conscious and cognizant of unsolicited feedback;
    g. Be cognizant of the perception ability of the receiver
2. NON VERBAL – Trainee will be able to:
    a. Demonstrate awareness of cultural differences;
    b. Use non verbal techniques to effectively communicate;
    c. Be responsive to spacial concepts;
    d. Interpret non verbal communication
        –Facial
        –Posturing
        –Gesturing
        –Behavior characteristics
        –Appearance
        –Dress;
    e. Be aware of how he/she projects messages non verbally.
3. PROCESS – Trainee will be able to:
    a. Diagram, demonstrate and explain the process of communication;
    b. Interpret and analyze interaction;
    c. Can use feedback effectively;
    d. Use the process to bring about expected behaviors.
4. SYMBOLS – Trainee will be able to:
    –Perceive and identify symbols: audible, visual, occupation of space.

Summary

1. We felt that because of the diversity of the group and the complexity of the problem, we must spend some time just getting to know where each of us was coming from.

2. We felt that the task assigned was too complex to be completed within the time frame allotted and that our efforts represent only a very small initial beginning in this task, the completion of which will require many man hours as well as job and task analysis and classroom validation to satisfy the requirements.
3. Subjective areas, like communication skills, are much more difficult to develop precise objectives than are skill areas. While this seems to be widely recognized, it does not seem to be an impossible task, just one that requires more time and effort. We need to learn to be more precise in these areas.
4. Finally, we felt that it is very necessary to evaluate the *levels* of desired competency in light of the job the worker is to perform with the needs of his clientele in mind.

Recommendations

We recommend that another workshop be held. That Mager's book be made available to participants prior to attending, that some time be spent "training" the participants to design objectives, and that the objectives of the workshop be limited in nature.

Competency Module on the Social Worker

Group Leader: C. Edward Gilpatric

I. Definition of a competency module:
    A. It is not a time frame (unrelated to concepts such as "modular schedule").
    B. It is an integrated, interrelated set of skills, knowledge and personal characteristics necessary to function at a minimum level of efficiency and effectiveness as a social worker.
    C. Modules include:
        1. Skills, knowledge, characteristics for job;
        2. Standard academic training for this job;
        3. Alternate non-academic methods of achieving these job-related skills;
        4. An approach to evaluation stated in terms of converting real life competency into the coin of the academic world, that is, credit hours.

II. Definition of a social worker:

He is a person employed by a governmental agency whose principal work is the administration of public aid and related programs. For purposes of this competency module, the social worker is understood to be primarily the case worker whose principle duties revolve around frequent face to face contact with members of the public eligible for various kinds of assistance and support because of economic and other circumstances.

Within this broad definition there can be diverse emphases that grow out of varying specific understandings of the role of the social worker. Three broad emphases in the definition of role are noted here:

A. Efficient bureaucrat–agent of society;
B. Change agent–change the social and economic system that makes welfare a necessity for some;
C. Compassionate fellow man (humanist).

No attempt will be made in this paper to establish which one of the three emphases is "correct" or what the proper ordering of these diverse partial roles ought to be. The set of skills and competences remain largely the same regardless of the emphasis chosen. The relative weighting of the diverse components of the competency module both in assessing competence and in training for it will be affected considerably by each individual's priority ranking among these three sub-roles.

Content of the Social Worker Competency Module

I. Knowledge
    A. Welfare law and regulations
    B. Structure and internal operating procedures of own agency and related public and private agencies serving clientele
    C. Structures and procedures of local governmental agencies
    D. Consumer economics
    E. The labor and employment market
    F. Work training programs
    G. Principles of nutrition
    H. Basic medical care and family planning
    I. Medical services and their availability
    J. Cultures of the poor and disadvantaged
    K. Ethnic and racial group cultures
    L. Basic principles of psychology
    M. Environmental impact on human behavior

  N. Educational resources and counseling
  O. Law regarding tenants, civil rights and poor
  P. Community organization
II. Skills
  A. Communication (with clients, community, peers, supervisors)
  B. Motivation
  C. Resource location (public and private)
  D. Counseling
  E. Paper work processing
  F. Ability to establish working relations with press, influentials
III. Personal characteristics
  A. Perseverance
  B. Dedication
  C. Empathy
  D. Capability of serving without patronizing
  E. Developed personal values

Standard Academic Preparation of Social Worker

I. Sociology
  *A. Introduction or principles
  *B. Community power structure
  *C. Urban sociology
  D. Small group interaction
  *E. Urban ecology
  F. Social Change
  G. Work and society
  *H. Sociology and social policy
  *I. Introduction to social welfare
  J. Social stratification
  *K. Race and ethnic relations
  L. Methods of field work
  *M. Community field studies
II. Political Science
  *A. Urban Politics
  B. Laboratory in urban politics
  C. Practical Politics
  *D. Public Administration
  *E. Law and the poor
  *F. Studies in intergovernmental relations: welfare
  G. Public opinion and propaganda
III. Economics
  *A. Consumer economics
  *B. Labor economics
IV. Anthropology
  *A. Cultural anthropology
  B. Family, society and the individual
  *C. Culture of the inner city
V. Psychology
  *A. General psychology
  *B. Abnormal psychology
  *C. Principles of counseling
  *D. Community psychology or social psychology
  E. Psychology of mental health
  F. Humanistic psychology
  G. Small group processes
  H. Psychological perspectives of human experience
VI. Other
  *A. Effective oral communication

*Core course

*B. Effective written communication
C. Black history
*D. Sensitivity training in human relations
E. Vocational rehabilitation
*F. Cultures of the disadvantaged
G. *Problems of cultural deprivation*
H. Educational implications of Black history

Alternate Routes to Competency

I. On the job training
(This would appear to be especially valuable for learning the bureaucratic aspects of welfare administration)
II. Informal learning
III. Work in voluntary organizations in the private sector, such as Church related charitable works, various movements, and community organizations.
IV. Systematic program of private reading, including commonly used texts, major policy studies, and a variety of journals (trade, scholarly, social criticism, advocacy, professional).

An important point is the near certainty that each particular route to some form of competency in almost any broad field will produce a different kind of competency. For example, the social worker whose background was in Church related private charitable work would almost certainly use a different approach in working with the poor than the academically trained social worker whose background included a politically active family. Yet both types of social worker might be judged of roughly equal effectiveness despite obvious differences in "style."

The essential point is twofold: first, that competency may be achieved by many different routes; and, secondly, that the particular route to competence will leave its impress on the actual form the competence takes.

This point is essential as the transition to the following section on strategies of evaluating competence. The recognition that competence can be achieved by multiple routes, each with its own distinctive flavor, means that the academicians who would credit practical competences must be willing to accept rough equivalents or approximations. They ought not to expect that those who achieve competency by some alternate route manifest their competence in the same form that the academically trained normally manifest the particular skills of this or some other competency module.

Strategy for Evaluation

Prenotes

1. The problem here is to translate real life competences into the coin of the academic world, that is, into credit hours. The problem is not to provide the on-the-job supervisor with a guide by which to determine whether a case worker is doing a competent job. Our assumption is that the social worker is competent and has come to the world of academe to have his competence evaluated for purposes of receiving an academic degree.
2. The presumption that real life competence in professional fields ought normally to lead to recognition by the academic world through an award of credit towards a degree is an easier and more plausible assumption than the converse which is by far the more common, namely, that academic course work is a suitable preparation for a job or career in social work. As is obvious, the presumptions in both directions are open to challenge; but the objective of this exercise is not to shatter the presumptions or myths of the academic world, but to develop a strategy for identifying competences achieved by reasonable and creditable alternatives to the more standard and traditional method of acquiring the knowledge and skills needed to enter various professional careers.

Specific strategies (as distinct from methods or techniques)

I. Inference from successful handling of the job

If the components of the competency module have been correctly identified, then there is strong evidence that the social worker doing a competent job has the designated competencies. Degrees of competence obviously do exist, and some recognition ought to be made of the real differences that do exist between the professional at entry and the experienced social worker whose efficiency and effectiveness are measurably greater.

Some formula or equation might be worked out based on the approximately 75 hours of core academic preparation. For the social worker functioning at the minimal threshold level of competency, perhaps some portion of the 75 hours awarded as equivalent credit would be appropriate. Fifty percent would seem to be a

*Core course

minimum figure for such a level of competence, scaled upwards as evidences of knowledgeability and competence increase.

For the fully effective, mature, seasoned social worker, an award of credit equal to the entire academic core would be appropriate. For the truly exceptional social worker, additional credits selected from elective courses beyond the core could be used. Evidence of such superior competence would be: published articles in professional journals; proven ability to gain confidence of clientele; demonstrated organizational skills in community work and public relations.

II. Review of the social worker's detailed and documented resume

The candidate could be given the list of core courses with a statement of their desired outcomes relevant to career preparation, and asked to provide evidence and documentation to establish the extent to which he has achieved the outcomes of various academic offerings designed to prepare a student for a career of social work.

III. Evaluation through extended observation of social worker in the field

Incorporated in such a review could be various evaluative reports made by the social worker's supervisor and other forms of evaluative reports that might be part of his permanent work record. If the agency provided any form of on-the-job training, whether structured or informal, that also could be reviewed and incorporated into the overall competency assessment, always using the standardized academic core defined by outcomes as the measuring stick.

IV. Proficiency testing (written or oral)

The more common possibilities here would be comprehensive final examinations used in the academic world, other standardized tests such as CLEP, testing out procedures arranged on an ad hoc basis with college instructors, an intensive oral examination by a panel of specialists (both academic and practitioner), or by a combination of methods.

TREATMENT THROUGH INSTITUTIONAL CHANGE

by

Walter Fisher and Joseph Mehr

Introduction

I. Although the concept of deviance may not be universal, most societies in western culture have had minority groups labeled mentally ill, deviant, aberrant, etc.

II. Traditionally the response to deviance has been to develop a technology that acts as a means of intervention that alters the deviance pattern. Although this approach may have helped specific individuals, it is questionable whether any method has been developed that has resulted in major transformations in the overall deviance of a society. Although there has been a major reduction in residential patients in the U.S.A. (body counts demonstrate this), it would probably be naive to assume a reduction in deviance throughout the country.

III. In regard to the position of this module, let us state a possible hypothesis: Deviance is a function of the societal social systems. That is, the political structure, the economic system, the social systems, etc. determine or manufacture by their very nature a fixed gross national deviance. Therefore if you help one person grow and surpass his peers, then it is possible one of his peers will slide off the scale into deviance. Any particular society will produce a certain number of criminals, a certain number of mentally ill, a certain number of school failures, etc.

IV. A second hypothesis might be that although we have sympathy and compassion for the deviant groups in our society, the need of the society to resolve these problems or aid these persons is not sufficient to result in significant social change.

V. It is our contention that traditional clinical psychology has focused its efforts on providing first aid to the societal members forced out of the mainstream into deviance. However, the clinical professions have not been sufficiently sensitive to the impact of societal institutions and their immediate deterministic patterns of behavior.

VI. It is the primary task of this class to examine the influence of social institutions, social systems, organizations and the designations on the behavior of the individual.

Class Model

I. Survey the class for available resources
    A. Identify expertise of students
    B. Identify students who can link class to relevant social institutions
II. Develop class organization
    A. Organize by resource groups around areas of desired competencies
    B. Development of social contracts and target dates
    C. Division of class into various input formats: lectures, small group activities, simulation, trips, group reports, etc.

Competencies

I. Philosophies, Ideologies and Theories
    A. Basic themes: Treatment Through Institutional Change, Identification and Authentication of Modules of Experience, and the Critical Mass Syndrome
    B. An understanding of the seminal traditional model: Medical-Freudian-Disease-Cure-Hospital-Specialist model
    C. An understanding of the Human Services: Institution Without Walls - Adaptation - Generalist - Pragmatic model

Themes
  1. Behavioristic - less focus on the inner man
  2. Less emphasis on altering the entire person
  3. Less emphasis on hospitalizing
  4. Greater faith in the basic capacities of the maladaptive person
  5. Greater focus on group activities
  6. More focus on altering environment and its impact on the consumer
  7. More focus on team and less on individual caregiver
  8. Focuses on increasing potential options available to consumer
  9. Identifies additional caregivers than professional
  10. More emphasis on consumer's volitional system
  11. Greater emphasis on the protection of the individual's civil rights

D. Understanding of how different societies organize to deal with maladaptive systems
E. Understanding the relationship of social change to maladaption and treatment
F. An understanding of the kind of changes that can be brought about in the individual and the implication for the kinds of services or treatment to be utilized
G. The milieu therapy model

II. Organization Models
A. Understanding difference between mental health technology, delivery systems and organizational systems
B. Centralization and decentralization
C. Understanding the functional autonomy of models
D. Perspective and style of operation
E. Authoritarian and egalitarian models
F. Distribution of resources
  1. Decision makers
  2. Equality
  3. Impact for service models

III. New Institutions
A. An emphasis on service without walls: hospitals without walls, universities without walls, growth experiences without walls, etc. (Education and development cannot be equated with specific sites and specific people.)
B. Peer groups
C. Catchment models
D. New professions: relationship of specialists and generalists
E. Sheltered care programs
F. Spin-off groups
G Crises models
H. Prevention models
I. A new perspective on diagnosis and prognosis
J. Unconventional human resources (*i.e.*, the personal equation factor in the caregiver)
K. A new congruence between services and training
L. Hansell's model
M. Community mental health
N. An analysis of psychological problems in terms of technology versus organization change; *e.g.*, violence

IV. Leadership and Roles
A. The leadership role in the mental health system
  1. Type of person
  2. Knowledge background
  3. The personal equation factor

B. Role of the patient
C. Training of the leadership group
D. Role of the university
E. An analysis of traditional professionals
F. Relationship to community

V. Resources
A. Source of funding
B. Management cost systems

- C. Federal insurance
- D. Grantsmanship
- E. Preparation of a book
- F. The task and the resources

VI. Evaluation
- A. Degree of importance
- B. Information system
- C. Behavioral versus inner man model
- D. The development of social contracts and validation of systems

Recommended Group Organizations

I. Legal aspects
- A. Forensic psychology
- B. Mental health code
- C. Competency issues
- D. Constitutional questions
- E. Szasz's orientation

II. Evaluation
- A. Management cost system
- B. Effectiveness measures
- C. Operational definitions
- D. The development of social contracts
  - 1. The ability to operationalize goals
  - 2. The ability to validate competencies
  - 3. The ability to write contracts

III. Mental health system
- A. System analysis
- B. Information models
- C. Delivery systems
- D. Organizational models
- E. Assumption network

IV. Identification of appropriate professional
- A. Specialists versus generalists
- B. Personal equation factor
- C. Creation of new professions

V. Education and training
- A. Identifying experiences by which we grow
- B. Experiential education
- C. Inservice and university training
- D. Relationship of education to system
- E. Decentralized education

VI. Treatment models
- A. Assumption network
- B. Delivery system
- C. Nature of the technology
- D. Role of monitoring and education

VII. Study of resource network
- A. Grantsmanship
- B. Social Services
- C. Medicare and Medicaid
- D. United Fund
- E. Budgets
- F. General Revenue

VIII. Community Mental Health
- A. "Where should the power be?"
- B. Catchment systems
- C. Effectiveness measures

IX. Human Service and Medical model

X. Volition and determinism
    A. Malingering
    B. Placebo effect
XI. Psychohistory
XII. Models without walls
    A. Hospitals without walls
    B. Human services without walls
    C. Universities without walls

Examples of Specific Problems

I. An agency is operating on a minimal budget. The superintendent is notified that due to financial problems that he will have to make a significant reduction in the number of employees on payroll.
    A. How do you approach such a problem?
    B. Who should participate in this process?
    C. How do you identify problems?
II. Identify the obstacles to change in a mental health system; *e.g.*:
    A. Your patient population is sharply reduced, how do you close down a facility?
    B. A program has become irrelevant, how do you close it down?
    C. You decide your agency should be program oriented rather than department oriented, how do you manage this?
III. How do you move from a medical model approach to a human services approach?
    A. Is this primarily an organizational problem?
    B. Is this primarily a training program?
IV. Your agency is spending considerably more money than other agencies delivering the same service to approximately the same number of patients. You feel that you are delivering better services.
    A. Identify the problem.
    B. Develop a rationale.
    C. Discuss the issue of effectiveness.
    D. Justify to legislative groups, the public, the regional director, etc.
V. You have developed a different mental health system. It does not have the mystique and excitement of traditional models, but you want to introduce the model into an agency where you are superintendent. The traditional workers oppose it. You want to introduce the model into the universities but the traditional professors oppose it.
    A. How do you introduce such a model?
    B. It is not something that can be established in the traditional experimental fashion. How might you work on the validity problem?
    C. Discuss all implications of such a problem.

Recommendations for the Contracts

I. An autobiographical statement relevant to the course
II. A statement of your clinical experiences and development
III. A statement regarding your understanding of social institutions
IV. A statement of goals and objectives for the course
V. What you would like to get out of the course
VI. Length of paper (three to five pages)
VII. Grading

Possible Class Roles for Grading

I. Writing of the contract (required)
II. Work as a member of a resource group
III. Functioning as a consultant or coach
IV. Oral presentations
V. Written document (grant, original paper, article being submitted for publication, etc.)
VI. Open ended creative project
VII. Critiquing other documents or presentations
VIII. A final examination

Potential Glossary
(terms to be defined)

1. Community mental health
2. Catchment
3. Prevention
4. Intervention
5. Treatment and rehabilitation
6. Triage
7. Spin-off groups
8. Treatment through institutional change
9. Milieu therapy
10. Generalist
11. Hospital without walls
12. Medical-Freudian-Disease-cure-hospital-specialist model
13. Functional autonomy of models
14. Critical mass
15. Module of experience
16. Delivery system
17. Human services model
18. Intraorganismic approach
19. Forensic psychology
20. Motivational model
21. Equalization of resources
22. Mental health code
23. Functional diagnostic model
24. Institution
25. Iatrogenic

COMMUNITY MENTAL HEALTH
A SURVEY OF ISSUES, PROBLEMS, AND ALTERNATIVES

by
Philip Truckenbrod

Objectives

1. To sensitize the students to the community as an ecological unit which can either support the survival of its citizens or extrude them
2. To explore the available resources of different communities which can be mobilized to support persons in crisis
3. To inventory the essential attachments individuals have with persons and processes in the community
4. To understand the person in crisis and the outcome of successful and unsuccessful coping behavior
5. To develop resources and skills in evaluating the agencies that provide service in the community
6. To develop a comprehensive frame of reference regarding the community mental health movement's role in this country and how it developed

Experiences

1. Field trips to social services agencies
2. Reports from individuals studying various agencies
3. Discussions of field trips and site visits
4. Discussions of assigned readings in community mental health
5. Discussions of news events from newspapers, radio, and television which relate to community mental health
6. Discussions of Ecological Psychology as a way of studying the interplay between man and his environment

Requirements

I. Each student will prepare a short paper following each field trip describing the agency in terms of the following:
    A. Who are the consumers?
    B. What kinds of problems does the consumer bring to the agency?
    C. What kinds of services are being provided to solve the problems?
    D. A brief evaluation of the agency with regard to its capacity to solve the problems of the people

II. Each member of the class will select a social agency in the community and develop over the course of the semester a detailed analysis of the following:
    A. Who are the consumers and where do they come from in terms of age, economic and social resources, jobs, roles, peer groups, family stability, self concepts, and health?
    B. What are the problems that bring the individual to the particular agency?
    C. What kinds of services does this agency provide? What happens to the person when he gets to the agency? What happens to the person when the agency cannot meet the needs or solve the problems?
    D. A detailed study of the agency in terms of its
        1. Goals and objectives
        2. The ability and appropriateness of the services offered relative to the problems the consumer brings to the agency
        3. Sources of funding (To whom is the agency accountable?)
        4. Other agencies involved with this agency in providing service (What critieria is used to involve other agencies?)
        5. Agencies' administrative lines of authority

6. Changes recommended to the agency based on your study

Development of the relationship with the particular agency will be part of the learning experience for the class. Discussion of these problems along with study of the agency will take place in class.

III. Each student will be responsible for presenting papers distributed to the class or from the textbooks. Papers will cover information in the following areas:

- A. History of the community mental health movement
    - 1. Trends
    - 2. The mental hygiene movement
    - 3. The public health model
- B. Legislation
    - 1. Community Mental Health Act of 1963
    - 2. 1961 report of the Joint Commission on Mental Illness
    - 3. Faywell bill
    - 4. Wisconsin legislation
    - 5. California legislation
- C. Survey of existing community mental health services from the book *Mental Health and Urban Social Policy* by Leonard J. Duhl and Robert L. Leopold and Rockford Zone Working Papers
- D. Community Organization, Articles by Arthur C. Hallock, Warren Vauhn, Leonard Goodstein, Abraham Lurie, and Gary Rosenberg
- E. Suicide, Crises, Crisis Intervention, Articles by Calvin Frederick, Anthony Wallace, Norris Hansell, Robert Litman, E. S. Shneidman, and N. L. Farberow
- F. Designing Service for the Secondary Prevention of Mental Illness by Leo Levy
- G. The Economy and Mental Hospitalization by M. H. Brenner
- H. Creating new social institutions, Articles by O. H. Mowrer, Norris Hansell, B. Posamanick, F. R. Scarpetti and Simon Dinitz
- I. Surveying the essential attachments individuals have with persons and processes to the community, Articles by Norris Hansell
- J. Survey of New Options in Mental Health Problem Solving from *Power, Greed, and Stupidity in the Mental Health Racket* by Walter Fisher, Joseph Mehr, and Philip Truckenbrod

Text Books

Arthur J. Bindman and Allen D. Spiegel, *Perspectives in community mental health.* Chicago: Aldine Publishing Co. 1969.

Walter Fisher, Joseph Mehr, and Philip Truckenbrod. *Power, greed and stupidity in the mental health racket.* Philadelphia, Penn.: Westminster Press, 1973.

SEMINAR IN ADMINISTRATION

by
William Kostur

The following is an outline for a 40 hour course/module for administrators. It may be taken either for training credit or for college credit.

In the initial seminar session, the enrollees will be given three options for their area of emphasis in the course. Those who select the same option will constitute a "task group," and within this group, with the seminar leader as a consultant, the investigation of the topic will be pursued according to the agenda which the group itself sets. Each task group will arrive at a contract with the consultant. This contract will state the consensus which the group has reached regarding the task at hand, and each member of the task group will contract with the consultant, as well as with the other group members, to investigate a certain defined element of this task. The final project for the group will be to submit a paper which will consist of three parts:

1. The statement of purpose; what is to be achieved by the project; breakdown of the individual endeavors (written by the individuals);
2. The papers written by the individual task group members, according to their statements in part (1);
3. Analysis of the groups functioning – procedural (organizational) description, problems encountered, self-evaluation by the group on how well they met their goals. This section will concentrate on an Organization/Administrative analysis of the project. This will be a collection of brief papers written by the group members. These will also include the following discussion items:
    a. How was decision making handled by the group?
    b. Describe the power structure of the group, how it evolved and why.
    c. How was the management of the project conducted by the group?

   Thus, the evaluation for the course will take place on three levels:
    a. for the groups functioning as a model organization (collective evaluation)
    b. for the individuals effort, as evidenced by his submission to the group's final project
    c. for each individual's critical evaluation of the group's functioning as an administrative unit.

Description of Task Group Topics

Task Group I–Administrative Behaviors

This group will investigate those behaviors which are expected of and desirable in an administrator. Each group member will select a certain area within this topic for his own area of investigation. Some options for this are:

Decision-making models–
  Automatic Data Processing techniques (Flow Charts); Problem definition and analysis; Comparative Decision-making models

Techniques in handling troubled employees–
  Nature of the problem; psychological analysis of Employee/Supervisor relations; Behavior Modification Techniques for the supervisor

Management by Objectives–
  How does it work? Why does it work? Is it applicable?

Management Models–
  Comparative managements; IBM versus McDonalds; Personality as determining factor in management.

Task Group II–Employee Behaviors

An investigation of "what makes employees the way they are" and the limiting factors on the supervisor.

Problem Employees–
  Definition/delineation of the problem; limiting factors in coping with problem (Union, Civil Service,

Personnel, etc.);
Employee Motivation–
Alternative models; personality factors.

Task Group III–Bureaucratic Behaviors

An investigation which may be geared either toward mastering selected details of a system or toward an understanding, in general, of the way bureaucracies behave.

- Personal Regulations and other Idiosyncracies
- Overcoming the System
- The Bureaucracy versus (?) the creative person
- Coming of Age in the System; who goes where and why. . .or Bureaucracies as models for Schizophrenia
- Why do Bureaucracies exist–history, definition, function: ideal and actual
- Power in a Bureaucracy: where does it come from, what are its limits, how is it used.

Task Group–Options

A task group may opt, collectively, to define its own task independent of previous outline, and organize themselves to systematically deal with the issue.

A task group may define as its task the investigation of a single organizational/bureaucratic unit within the hospital. It would thoroughly investigate and then draw up an analysis with a set of recommendations for the upgrading of that system.

A task group may opt to design a game/simulation around Supervisor/Employee relations, which would then become a training tool for future Administrator trainees.

INTRODUCTION TO THE PRINCIPLES OF BEHAVIOR MODIFICATION

by
Philip Truckenbrod

Introduction to the Competency Module

It is the general intent of this competency module to not only have the participants acquire the various concepts and principles of learning and conditioning and to be able to discuss them, but also to be able to relate these concepts and principles to events in their lives and the world in general. It is felt that the concepts and principles involved in conditioning and learning can add a significant and new dimension to the participant's understanding of their own behavior and the behavior of others in complex social interaction. It is also hoped that this module can serve the student beyond the formal learning situation as a tool for objectively dealing and coping with problem behavior.

I. Behavioral Objectives of the Module
  A. The participants can define and give examples of the following concepts:
    1. Learning
    2. Conditioning
    3. Extinction
    4. Reinforcement
      a. Positive Primary
      b. Positive Secondary
      c. Negative Primary
      d. Negative Secondary
    5. Unconditioned Stimulus
    6. Conditioned Stimulus
    7. Unconditioned Response
    8. Conditioned Response
    9. Higher Order Conditioning
    10. Drive Reduction
    11. Generalization
    12. Generalization of Response
    13. Generalization of Stimulus
    14. Discrimination
    15. Classical Conditioning
    16. Instrumental Conditioning
    17. Summation
    18. Spontaneous Recovery
    19. Conditioned Inhibition
    20. Vicious Circle Behavior
    21. Stimulus
    22. Response
    23. Stimulus-Response Learning
    24. Stimulus-Stimulus Learning
    25. Behavior Modification
    26. Fatigue
    27. Interstimulus Interval
    28. Escape Training

    29. Avoidance Training
    30. Schedules of Reinforcement
    31. Fixed-interval
    32. Variable-interval
    33. Fixed-ratio
    34. Variable-ratio
    35. Shaping
    36. Behavior Chain
    37. Transfer of Learning
    38. Learning Set.

  B. The participants can explain and give applications of the following learning theories and theorists:
    1. E. L. Thorndike
    2. E. R. Gutherie
    3. J. Watson
    4. C. Hull
    5. B. F. Skinner
    6. N. E. Miller & J. Dallard
    7. K. Lewin
    8. E. C. Tolman
    9. I. Pavlov
    10. J. Wolpe
    11. W. Kohler
    12. J. Locke
    13. K. W. Spence
    14. O. H. Mowrer
    15. H. J. Eysenck
    16. T. Ayllon & N. Azrin
    17. H. Harlow.

  C. The participant understands and can explain principles of classical conditioning and the factors that make it more or less successful.

  D. The participant is familiar with and can explain the concepts of unconditioned stimulus, unconditioned response, conditioned stimulus, and conditioned response.

  E. The participant understands and can explain the phenomena of generalization, discrimination, extinction, and spontaneous recovery, and how they occur in classical conditioning.

  F. The participant understands and can explain the procedures involved in higher-order conditioning and what factors can make it more or less successful.

  G. The participant is familiar with and can explain the principles of operant conditioning and how it differs from classical conditioning.

  H. The participant can describe the techniques available to produce the desired behavior initially.

  I. The participant understands and can explain the role of reinforcement, both positive and negative, in operant conditioning. To know how punishment differs from negative reinforcement and what its effects are.

  J. The participant can explain the four major schedules of reinforcement and the pattern of responses characteristic of each.

  K. The participant can explain the principles of generalization, discrimination, extinction, and spontaneous recovery as they relate to operant conditioning.

  L. The participant can explain the concept of behavior chains and their use in developing complex sequences of behavior.

  M. The participant can explain the principles of transfer of learning, both positive and negative, and the effects of learning sets.

II. Learning Experiences

  A. Class dicussions of the principles and applications of learning and conditioning.

  B. Class discussions of the contributions both theoretical and practical of prominent persons in the study of learning.

  C. Films.

  A DEMONSTRATION OF BEHAVIORAL PROCESS, BY B. F. SKINNER

  (1969, Appleton-Century-Crofts, 28 min.). In a classroom setting, Skinner speaks of the history of operant conditioning studies, demonstrated "shaping" a pigeon's behavior and other aspects of the principles of operant conditioning.

BEHAVIOR THEORY IN PRACTICE
(Parts I-IV) (1966, Appleton-Century-Crofts, 20 min. each). Demonstration and explanation of various aspects of behavior theory.

DEMONSTRATION IN HUMAN LEARNING
(1957, Psychological Cinema Register, 18 min.). Demonstrations involving skills in and studies of serial learning.

GUESSING BEHAVIOR
(1968, Psychological Cinema Register, 22 min.). Useful for laboratory or classroom demonstration. Shows acquisition, extinction, and spontaneous recovery of continuous as compared to partial reinforcement. Instructions are available.

LEARNING ABOUT LEARNING
(1963, Indiana University, 29 min.). Part of the "Focus on Behavior" series. Discussions and demonstrations of their research by Harlow, Kendler, Skinner, and Spence.

LEARNING AND BEHAVIOR
(1960, New York University, 26 min.). Measurement of learning and conditioning in the laboratory. The relationships between work done by Skinner, Hernstein, and Pavlov are demonstrated.

LEARNING IN INFANTS
(1967, Psychological Cinema Register, 28 min.). Laboratory-experimental approach to the study of several behavioral processes during infancy.

TEACHING MACHINES AND PROGRAMMED LEARNING
(1960, Psychological Cinema Register, 29 min.). Theory, design, and implications of programmed learning materials and teaching machines are the subjects of this film.

D. Selected readings from:

Hilgard, E. R. and Bower, T. H., *Theories of learning.* 3rd ed. New York: Appleton-Century-Crofts, 1966.

Kimble, G. A., Hilgard and Marquis, *Conditioning and learning.* 2nd ed. New York: Appleton-Century-Crofts, 1961.

Mowrer, O. H., *Learning theory and behavior.* New York: John Wiley and Sons, 1960.

Ford, D. H. and Urban H. B., *Systems of psychotherapy.* New York: John Wiley and Sons, 1960.

Dollard, J. and Miller, N., *Personality and psychotherapy.* New York: McGraw-Hill, 1950.

Skinner, B. F. *Walden II.* New York: Macmillan, 1969.

E. Class projects demonstrating the principles of learning and conditioning including the following examples:

1. Instrumental conditioning project with an emotionally disturbed person.
2. Demonstration of the effects of different schedules of reinforcement on rat behavior.
3. Instrumental conditioning project with cats.
4. Comparison of Tolman and Levin and how their work applies to human behavior.

F. Feedback sessions, verbal and written.

G. Programmed learning experience.

III. Evaluation of the Learning Experience

A. Participants can discuss the concepts presented in class and relate them to events in their daily lives.

B. Participants can perform adequately with various kinds of feedback devices.

C. Participants are able to make presentations based on independent readings in class which accurately relate to the principles and concepts presented in class discussions.

D. Participants are able to satisfactorily perform in testing situations covering class discussions involving multiple choice questions, short essay questions and completion questions.